

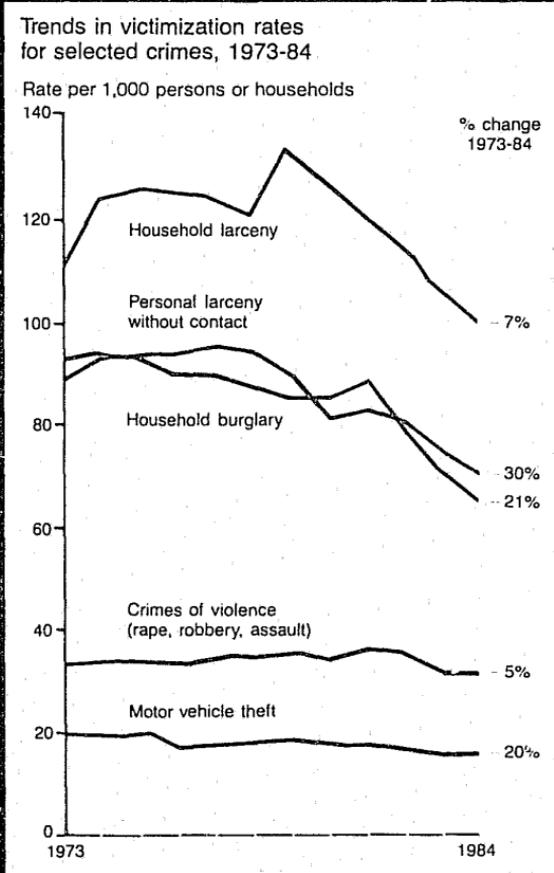
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U.S. Department of Justice  
Bureau of Justice Statistics



# Bureau of Justice Statistics Annual Report Fiscal 1985

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Bureau of Justice Statistics

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# Bureau of Justice Statistics Annual Report

## Fiscal 1985

April 1986  
NCJ-100182

**U.S. Department of Justice**  
**Bureau of Justice Statistics**

Steven R. Schlesinger  
Director

Benjamin H. Renshaw III  
Deputy Director

Joseph M. Bessette  
Deputy Director

Charles R. Kindermann  
Associate Director

S. S. Ashton, Jr.  
Assistant Director

Sue A. Lindgren  
Associate Deputy Director

The Justice Assistance Act of 1984 (Public Law 98-473), Section 810, requires that "Not later than April 1 of each year . . . the Director of the Bureau of Justice Statistics . . . shall . . . submit a report to the President and to the Speaker of the House of Representatives and the President of the Senate, on [the Bureau's] activities under this title during the fiscal year next preceding such date."

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice.



U.S. Department of Justice

Bureau of Justice Statistics

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Office of the Director

Washington, D.C. 20531

The President of the United States  
The Speaker of the House of Representatives  
The President of the Senate

I am pleased to report on the activities of the Bureau of Justice Statistics during fiscal 1985 as required by the Justice Assistance Act of 1984, Public Law 98-473, 42 USC 3789e.

In addition to summarizing BJS programs and activities, this report presents the latest statistical information on a variety of criminal justice issues. The report also describes BJS efforts to improve the quality and coverage of data on crime, victims of crime, and the criminal justice system. The final section describes the activities of individual State statistical agencies, which have been supported by BJS and which serve functions for States similar to those served by BJS at the national level.

I hope that the report will be of interest and use to you and your staff.

Respectfully submitted,

Steven R. Schlesinger  
Director

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# Introduction

The Bureau of Justice Statistics (BJS)—

- collects, analyzes, publishes, and disseminates statistical information on crime, victims of crime, criminal offenders, and operations of justice systems at all levels of government
- provides financial and technical support to State statistical and operating agencies
- analyzes national information policy on such issues as the privacy, confidentiality, and security of criminal justice data and the interstate exchange of criminal records.

In the 6 years since its creation, BJS has developed a program that responds to the diverse requirements of the 1979 Justice System Improvement Act and the 1984 Justice Assistance Act. These acts addressed more than half a century of recommendations calling for an independent and objective national center to provide basic information on crime to the President, the Congress, the judiciary, State and local governments, the general public, and the media.

In meeting its statutory mandate, BJS has developed more than two dozen data collection series using a variety of methods that include household interviews, censuses and sample surveys of criminal justice agencies and of prisoners and inmates, and compilation of administrative records.

BJS collects little raw data itself; rather, it designs collection programs and enters into agreements to collect data with other Federal agencies (such as the U.S. Bureau of the Census), private associations, and research organizations.

BJS reserves to itself the function of initial data analysis. This analysis is performed by the BJS staff of statisticians, criminologists, and social science analysts. BJS maintains this internal analytic capability to provide the Administration, Congress, the judiciary, and the public with timely and accurate data concerning problems of crime and the administration of justice in the Nation.

BJS prepared and disseminated 39 reports and data releases during fiscal 1985, a 44% increase over fiscal 1984.

BJS Bulletins, begun in 1981, present data gleaned from its various statistical series. In a nontechnical format, each BJS Bulletin presents the latest information on particular aspects of crime or the administration of justice from the Bureau's ongoing statistical series.

BJS Special Reports, begun in February 1983, also are written in nontechnical language and aimed at a broad audience. Each Special Report focuses on a topic of current public interest and policy debate.

Each BJS Bulletin and BJS Special Report is announced in a press release summarizing the findings to ensure wide dissemination to policy makers and the public. Sometimes to expedite public communication, press releases alone are used to announce new BJS findings. During fiscal 1985, this method was used in April 1985 for the first release of 1984 victimization data and in September 1985 for the release of midyear prisoner counts.

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## Introduction

BJS press releases and reports have received extensive coverage in the print and electronic media.

BJS also prepares and releases detailed tabulations from its data series. These reports, often running over a hundred pages, contain extensive cross tabulations of the variables covered in the BJS data collection series. They are prepared to provide access to the full detail of BJS data to persons for whom it is impractical to work with the data tapes. The reports also contain a complete discussion of data collection methodology, definitions of terms, and copies of any questionnaires used.

The agency also publishes BJS Technical Reports that address issues of statistical methodology and special topics in a more detailed and technical format than in a BJS Bulletin or BJS Special Report. Finally, each year BJS publishes its *Sourcebook of criminal justice statistics*, which presents data from close to 100 different sources in a single, easy to use, reference volume.

During fiscal 1985, work began on the second edition of *Report to the nation on crime and justice*. The first edition, begun in fiscal 1981, was a major effort of BJS during fiscal 1982 and 1983. It was a landmark document in that it was the first attempt to describe comprehensively crime and the justice system in a nontechnical format. The first edition is now in its second printing, with nearly 75,000 copies sold or distributed.

BJS also disseminates statistical information by other methods. It responds to thousands of requests for data, both in writing and by telephone. The requests come from Federal, State, and local officials, the media, researchers, students, teachers, and members of the general public. The pamphlet *How to gain access to BJS data* describes the programs of the Bureau and the availability of various data elements. Each year, the Bureau also publishes *Telephone contacts*, which lists a wide range of topics in criminal justice and the names and telephone numbers of the BJS staff members most familiar with each topic.

To assist persons seeking criminal justice data, BJS supports the Justice Statistics Clearinghouse at the National Criminal Justice Reference Service; the BJS representative at NCJRS can be reached through a toll-free 800 telephone number, 800-732-3277 (persons in Maryland and the Washington, D.C., metropolitan area, should dial 301-251-5500).

BJS distributes its reports through the National Criminal Justice Reference Service (NCJRS). The Reference Service notifies its mailing list of forthcoming publications, and users return a form requesting copies of desired publications. Persons can obtain a registration form for the Reference Service mailing list or order a BJS report by writing to NCJRS, Box 6000, Rockville, MD 20850, or by calling 800-732-3277 (persons in Maryland and the Washington, D.C., metropolitan area, should dial 301-251-5500).

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BJJ sponsors the National Criminal Justice Data Archive at the Inter-university Consortium for Political and Social Research at the University of Michigan. The archive assists users whose needs are not satisfied by published statistics. All BJJ data tapes (covering most of the BJJ data series) and much other high-quality data are stored at the archive and are disseminated via magnetic tapes compatible with the user's computing facility. The archive can be reached by writing the National Criminal Justice Data Archive, Inter-university Consortium for Political and Social Research, P.O. Box 1248, Ann Arbor, MI 48106, (313) 763-5010.

Through BJJ funds, a catalog and library of statistical reports produced by the State criminal justice statistical analysis centers is maintained by the Criminal Justice Statistics Association, 444 North Capitol Street, N.W., Suite 606, Washington, DC 20001, (202) 347-4608.

BJJ also supports the National Clearinghouse for Criminal Justice Information Systems, 925 Secret River Drive, Suite H, Sacramento, CA 95831, (916) 392-2550. The clearinghouse:

- operates an automated index of criminal justice information systems maintained by State and local governments throughout the Nation
- issues technical publications
- provides technical assistance and training for State and local government officials.

# BJS reports on ...

## Crime

Because of the importance to public policy of changes in the crime rate, it is crucial that the Nation have available to it sound and accurate statistics measuring the amount and characteristics of crime over time.

The Bureau's largest statistical series is the National Crime Survey (NCS)—the Nation's only systematic measurement of crime rates and the characteristics of crime and crime victims using national household surveys. The NCS measures the amount of rape, robbery, assault, personal larceny, household burglary and larceny, and motor vehicle theft experienced by a representative sample of the U.S. population. It provides detailed data about the characteristics of victims, victim-offender relationship, and the criminal incident, including the extent of loss or injury and whether the offense was reported to the police. The survey conducts interviews at 6-month intervals in about 54,000 U.S. households, asking 114,000 persons who are at least 12 years old what crimes they experienced since the last interview.

In April 1985 BJS released findings that showed a continued downturn in victimization rates in 1984, to the lowest level in the 12-year history of the NCS. This annual report was released 2 months earlier than in the previous year (and 5 months earlier

than in the year before that) as a result of methodological work aimed at publishing the data as close to the end of the reference period as possible.

In fiscal 1985 BJS released, for the fifth year, an NCS indicator that measures the proportion of American households touched by crime, *Households touched by crime, 1984* (BJS Bulletin, June 1985). This indicator has revealed that victimization by crime is one of the most common negative life events that a family can suffer.

In September 1985 BJS released findings from a Congressionally mandated survey of crime victimization of District of Columbia (DC) residents and Capitol Hill employees. Survey interviews were conducted by telephone with nearly 6,000 DC area residents and almost 2,000 employees of Congressional agencies located on Capitol Hill. The survey investigated robberies, assaults, burglaries, larcenies, and vandalisms that occurred during the 1-year period from May 1982 through April 1983.

Topical NCS studies released during fiscal 1985 included *Household burglary* (BJS Bulletin, January 1985), *The crime of rape* (BJS Bulletin, March 1985), and *The risk of violent crime* (BJS Special Report, May 1985). A total of nine reports on criminal victimization were produced in fiscal 1985, including several technical and final (detailed findings) reports.

## Crime trends

The 35.5 million criminal victimizations recorded in 1984 represented the lowest level in the 12-year history of the National Crime Survey. The number of victimizations in 1984 was about 14% below the 41.5 million victimizations recorded in the peak year of 1981. (See graph on front cover.)

Victimization rates for personal theft, household burglary, and household larceny fell to 12-year lows in 1984: The rate for—

- crimes of personal theft was about 26% below its peak in 1977
- burglary was 31% below its peak in 1974
- household larceny was 26% below its peak in 1979.

Violent crime rates remained basically unchanged between 1983 and 1984, but they were 12% below their peak in 1981.

The 26% of households touched by crime in 1984 was down from 32% in 1975.

The recent decline in crime is attributed to several possible reasons:

- decreasing size of the teen and young adult population, the most crime-prone age group in society
- increasing severity of the criminal justice system that deters criminals
- record prison populations incapacitating larger numbers of career criminals than ever before
- growth in citizen prevention activities like Neighborhood Watch Programs.

Sources: *Criminal victimization 1984.*  
*Households touched by crime 1984.*

## The volume of crime

In 1984, the National Crime Survey reported more than 35 million victimizations:

	Number of victim- izations	Rate per 1,000 population
<b>Personal crimes</b>		
—of violence	5,954,000	31
Rape	180,000	1
Robbery	1,117,000	6
Assault	4,657,000	24
Aggravated	1,673,000	9
Simple	2,984,000	16
—of theft	13,789,000	72
		Rate per 1,000 households
<b>Household crimes</b>		
Burglary	5,643,000	64
Larceny	8,750,000	99
Motor vehicle theft	1,340,000	15

In 1984, 22.8 million households—26% of all households—were touched by crime.

Sources: *Criminal victimization 1984.*  
*Households touched by crime 1984.*

## Violent crime

Each year about 3.2% of all Americans—6 million persons—are victims of violent crime.

Violent crime victims are more likely to be—

- men than women (except for the crime of rape)
- blacks than whites or members of other racial groups
- Hispanics than non-Hispanics
- people with low incomes (less than \$7500 per year) than people in other income groups.

The lifetime chances of being murdered are much higher for blacks than for whites; black males have 1 chance in 21 to be murdered; white males have 1 chance in 131.

The risk of violent crime other than homicide is particularly high among males 16 to 24 years old and is about the same for whites and blacks in this age group: each year about 1 in 12 are victims of a violent crime.

Sources: *Criminal victimization 1984.*  
*The risk of violent crime.*

## Victims of crime

1983 Victimization rates  
(per 1,000 persons or households)

	Personal crimes		Household crimes
	Violence	Theft	
<b>Sex</b>			
Male	40	83	
Female	23	72	
<b>Age</b>			
12-15	51	125	395
16-19	65	119	
20-24	60	119	256
25-34	42	88	
35-49	20	73	217
50-64	9	44	146
65 and over	6	23	95
<b>Race</b>			
White	30	77	183
Black	41	79	242
Other	24	51	187
<b>Origin</b>			
Hispanic	38	74	247
Non-Hispanic	31	77	187
<b>Income</b>			
Less than \$7,500	48	70	214
\$7,500-9,999	31	62	179
\$10,000-14,999	33	71	201
\$15,000-24,999	27	77	187
\$25,000-29,999	30	78	192
\$30,000-49,999	26	92	184
\$50,000 or more	23	105	189
<b>Residence</b>			
Central city	43	92	245
1,000,000 or more	48	90	223
500,000-999,999	48	105	258
250,000-499,999	39	85	261
50,000-249,999	38	90	248
Suburban	29	82	182
Rural	22	58	148

## BJS reports on . . .

In 1984, there were 35.5 million victimizations—

- 6 million from violent crime
- 13.8 million from personal theft
- 15.7 million of households.

Young people are much more likely than the elderly to be victims of crime.

Theft rates are highest against people with high incomes (\$50,000 or more per year).

Rural residents are less likely than city or suburban residents to be victims of crime.

*Sources: Criminal victimization in the United States 1983. Criminal victimization 1984. Locating city, suburban and rural crime.*

## The relationship between victim and offender

Except for murder, most violent crimes are committed by persons who are strangers to their victims:

<u>Relationship between victim and offender</u>	<u>Percent violent crimes</u>
Total	100%
Stranger	58
Acquaintance	33
Relative	7
Don't know relationship	2

### Strangers—

- commit about 24% of the murders in which the victim-offender relationship is known
- commit more than three quarters of all robberies
- who rape or assault are likely to be lone white males
- who rob are likely to be a pair or group of black males
- employ weapons in 4 out of 10 violent crimes they commit.

Men are three times more likely than women to be victimized by violent strangers.

### In incidents of family violence—

- about 88% are assaults, 10% are robberies, and 2% are rapes.
- more than half of all violent crime committed by relatives involve spouses or ex-spouses.
- about three quarters of the spousal attacks involve persons who were divorced or separated.

- women are three times more likely than men to be victimized by family members.
- about a third of familial assaults involve use of a weapon or result in a serious injury.
- a series of similar victimizations within the previous 6 months was reported by about a quarter of those violently victimized by spouses or ex-spouses; such victims are much more likely than other victims to experience a series of victimizations.

Sources: *Violent crime by strangers.*  
*Family violence.*

## Crime against District of Columbia residents and Capitol Hill employees

The crime victimization rates of District of Columbia (DC) residents were compared with those of residents of its Maryland and Virginia suburbs. DC residents were more likely to be robbed than suburban residents but were less likely to be victims of vandalism. The study found the following crime victim rates per 1,000 population:

	DC <u>residents</u>	Suburban <u>residents</u>
Robbery	29	12
Personal vandalism	12	30
Household vandalism	16	35

With one exception, victimization rates did not differ significantly between Capitol Hill employees and other employed people in the DC area. The single exception was larceny without contact, where Capitol Hill employees had a higher overall rate. The following rates were found:

	Capitol Hill <u>employees</u>	Other employed <u>people</u>
<i>Violent crime</i>		
Robbery	14	18
Assault	32	36
Threats	23	23
<i>Property crime</i>		
Larceny with contact	58	62
Larceny without contact	135	106
Personal vandalism	39	31

Source: *Criminal victimization of District of Columbia residents and Capitol Hill employees: Summary.*

## Characteristics of various types of crime

Information on the characteristics of completed and attempted criminal events can help the public take actions to avoid crime. For example, many burglaries can be avoided by simply keeping doors locked.

Many ways to avoid victimization are being derived from the wealth of National Crime Survey data on the characteristics of specific types of crime. BJS periodically publishes reports on such data. For example, a January 1985 BJS Bulletin focused on the characteristics of household burglary, and a May 1985 BJS Bulletin focused on the characteristics of the crime of rape.

Two BJS programs provide data on crimes not covered by the NCS. These include the Federal Justice Statistics Program, which produced a report on bank robbery (BJS Bulletin, August 1984); it is expected that additional reports will be issued on other crimes under Federal jurisdiction. Another data series produces data on electronic fund transfer crime, such as automatic teller machine theft and other losses. A BJS Special Report (March 1985) discussed this type of crime.

### Rape

Among rape and attempted rape victims—

- more than 70% are unmarried women
- 63% are under 25
- 53% are from low-income families.
- 81% are white, but compared to their proportion in the general population black women are significantly more likely than white women to be victims.

Two thirds of all rapes and attempted rapes occur at night—the highest proportion between 6 p.m. and midnight.

In cases of rape or attempted rape—

- a woman is twice as likely to be attacked by a stranger as by someone she knows
- about 15% involve one victim and more than one offender
- about half are reported to the police.

The reasons most often given for not reporting a rape or attempted rape to the police or other authorities are that—

- the incident was too private or personal
- the victim felt nothing could be done.

Source: *The crime of rape.*

### Household burglary

Burglars commit three-fifths of all rapes and robberies in the home and a third of all household assaults.

Someone is at home during 13% of all burglaries, and 30% of such incidents end in a violent crime.

Among all cases of burglary—

- a third are forcible entries
- in 22%, force is used unsuccessfully in an attempt to gain entry
- 43% are unlawful entries in which the intruder has no legal right to be on the premises and no force is used to enter the premises.

Theft or attempted theft is involved in—

- 77% of all forcible entries
- 82% of unlawful entries where no force is used to gain entry.

Housing units most likely to be burglarized are rented rather than owned and are in multi-unit dwellings containing 3 to 9 units.

Urban households are more likely to be victims of forcible entries than suburban or rural households. However, for unlawful entry where force is not used to gain entry, the rates in urban, suburban, and rural households are very similar.

Burglary occurs more often in warmer than in colder months.

When the time of entry is known, victims of burglary report that about half of the incidents occurred during the daytime and half occurred at night.

*Source: Household burglary.*

## **Bank robbery**

Bank robberies—

- jumped from fewer than 500 a year prior to the 1960s to about 8,000 in 1980, increasing at a far faster rate than total robberies
- account for about 6% of all commercial robberies reported to Federal, State, and local authorities in 1982.

Of bank robberies investigated by the FBI that were studied—

- slightly more than 6% involved violence
- injuries occurred in slightly more than 2%
- death occurred in less than half of 1%.

Most bank robbers appear to be unsophisticated, unprofessional criminals:

- 76% of them used no disguise despite the widespread use of surveillance equipment.
- 86% never inspected the bank prior to the offense.
- 95% had no long-range scheme to avoid capture and to spend the money without being noticed.

The average dollar loss from bank robberies was about \$3,300. In 1979, less than 20% of the amounts stolen were recovered.

Unlike other crimes, bank robbery is almost always detected and almost always reported. About two out of three bank robberies are cleared by arrest.

Of persons prosecuted for bank robbery—

- most had histories of prior arrest, convictions, and incarcerations
- 45% had served at least one prior term in excess of 1 year.

*Source: Bank robbery: Federal offenses and offenders.*

## Automated teller machine loss and theft

The Nation's banks lost an estimated \$70 million to \$100 million from automated teller machine (ATM) frauds in 1983.

That year about \$262 billion were processed through 2.7 billion teller machine transactions. Of a sample study of 2,700 transactions that prompted an account-holder complaint, about 45% appeared to involve fraud.

Of the problem incidents studied, almost two-thirds involved withdrawals, almost a third of which were with a stolen or lost card.

To prevent unauthorized access, most automatic tellers require identification by a card and a personal identification number. According to the card holders, the personal identification number of the cards that were used in ATM loss or theft was—

- recorded and kept near the card—typically in the purse or wallet—in 72% of the cases
- written on the card in 6% of the cases
- written and kept separate from the card or purse in 7%
- not written anyplace in 15% of the cases.

Source: *Electronic fund transfer fraud.*

## Victim and witness programs

The report of the President's Task Force on Victims of Crime, issued in December 1982, described the needs of victims and witnesses.

The report proposed a series of programs and policies designed to—

- improve the status of victims
- increase their role in the prosecution and adjudication of criminal offenders.

The States and the Federal Government have begun to address these needs. However, the full development of legislation and new programs requires the availability of reliable data.

In response to the need for such data, BJS continued during fiscal 1985 its efforts to—

- identify the status of State legislation relating to victim/witness programs
- analyze the extent to which such programs require the collection of additional criminal justice data
- determine whether new categories of data are needed to support analysis of victim/witness programs
- examine the extent to which collection and disclosure of data on victims (as opposed to offenders) might require revisions of State information policies.

Relevant excerpts from the State laws are being maintained on microfiche at the National Criminal Justice Reference Service. *Victim/witness legislation: An overview*, including tables describing each State's statutes, was released during fiscal 1985.

By yearend 1983, 39 States, the District of Columbia, and the Virgin Islands had enacted laws that provide some compensation to victims.

In general, victim compensation payments cover medical expenses and lost wages but not property losses. Funeral and related expenses are generally covered for victims that do not survive.

"Good samaritans" injured while trying to prevent a crime or apprehend an offender are also covered under several State victim compensation laws.

Restitution is generally available at the discretion of the court, although California and Nevada laws mandate that restitution be made by the offender.

The Federal Government and a growing number of States (30 by 1983) require that an offender's profit from the sale of materials describing a crime be placed in escrow to cover victims' costs.

By 1983, almost three quarters of the States required that victims be given the opportunity to participate in the trial of an offender (generally through submission of a victim-impact statement) or be notified at key stages of the prosecution.

Source: *Victim/witness legislation: An overview*

## Drugs, alcohol, and crime

Evidence increasingly points to a link between drugs and the commission of crime, because crime is a frequent characteristic of the drug business and because it is an activity engaged in by drug users.

- Abundant data from BJS surveys of prison and jail inmates show the extent of drug and alcohol use by such inmates at the time of the offense for which they are incarcerated and at other times in their lives.
- The Federal Justice Statistics Program produced a report on Federal drug law violators in fiscal 1984.
- On August 8, 1985, the Bureau's director testified before the Joint Economic Committee, U.S. Congress, concerning illegal drug abuse. The testimony drew on BJS data and on data from research not supported with BJS funding.

Just before committing the crime for which they were imprisoned—

- almost a third of State prisoners and a quarter of convicted jail inmates reported that they had drunk very heavily
- almost a third of State prisoners and a quarter of convicted jail inmates said they had been under the influence of an illegal drug
- three-fifths of the State prisoners who were under the influence of drugs had also been drinking.

A quarter of the interviewed State prison inmates said that they had drunk very heavily almost every day for the entire year before they were incarcerated.

More than half the State prisoners said they had taken illegal drugs during the month before committing the crime.

Compared to 40% of the general U.S. population, 78% of State prisoners and 75% of all jail inmates reported having used drugs at some time in their lives. Marijuana is the most commonly used drug by State prisoners and jail inmates.

Habitual offenders and persons convicted of assault, burglary, and rape were more likely than other State prisoners to have been very heavy drinkers. Alcohol was most likely to have been used by jail inmates convicted of public-order offenses and violent offenses, particularly manslaughter and assault.

Among State prisoners, drug offenders and burglars were the most likely to have been under the influence of drugs at the time of the offense. Among jail inmates, the most likely to have been under such influence were drug offenders and property offenders.

Among prison inmates, whites, males, and persons between 18 and 25 years old are especially likely to have been very heavy drinkers.

Male prison inmates are somewhat more likely than female inmates to use drugs. However, the proportion who use heroin is somewhat greater among women than among men.

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The BJS-sponsored National Survey of Crime Severity asked a nationally representative sample of persons to rank the seriousness of 204 criminal events. The results of that survey demonstrate that the American public views drug trafficking very seriously:

- Running a narcotics ring is ranked 10th out of 204 crimes, higher than a skyjacking, a rape requiring hospitalization, the intentional shooting of a victim, or many other serious violent crimes.
- Selling heroin to another person for resale ranks 28th, and smuggling heroin into the country ranks 32nd, each of which ranks higher than a husband beating his wife so that she requires hospitalization, a knife stabbing, an armed bank robbery of \$100,000, or robbery of a small amount of money in which the victim is injured and hospitalized.
- Each of the six drug trafficking items on the survey ranked in the top 50% of the seriousness scale. The lower ranking items included trafficking in illegal barbiturates and marijuana.

Drug use and careers in crime appear to be related. The more convictions inmates had on their records, the more likely they were to have taken drugs in the month prior to committing the crime for which they were incarcerated.

- Three-fifths of State prison inmates in 1979 with five or more prior convictions had used drugs in the prior month, compared with two-fifths of those with no prior convictions.
- The proportion of inmates who had used heroin in the previous month was three times higher for those with five or more prior convictions than for those with no prior convictions.

A study of Federal offenders found that those who use drugs (particularly those who use heroin) tend to—

- have worse criminal records than other Federal offenders
- commit subsequent crimes, both drug and nondrug, at a higher rate than Federal offenders who do not use illegal drugs.

The number of—

- drug law violators convicted in Federal district courts rose from 1,400 in 1964 to 8,000 in 1976, declined to 4,700 in 1980, and rose to 6,300 in 1982
- criminal actions filed against drug violators in Federal courts decreased from 7,819 in 1978 to 6,678 in 1980 but increased to 8,149 in 1981 and 9,085 in 1982—a rise of more than 35% in the number of filings against drug violators between 1980 and 1982.

The typical person accused of a Federal drug law violation is a male about 30 years old, most likely to be white, with a 7% chance of opiate use or addiction and a 14% chance of current or past abuse of other drugs. Persons charged with drug possession tend to be younger than those charged with the sale of drugs and to be less well educated, less often married, less wealthy, and less often repeat offenders than persons charged with other drug offenses. Illegal drug producers tended to be the oldest of all.

The data on Federal drug law violators show that—

- of offenders convicted of charges carrying a 15-year statutory maximum term, about 85% received sentences of 5 years or less

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## BJS reports on . . .

- on average, drug offenders actually served only 75% of sentence time
- the actual time served by incarcerated drug offenders, at least 67% of whom were involved in drug crimes more serious than simple possession, averaged slightly more than 3 years
- convicted Federal drug law violators received prison terms half as long as convicted bank robbers and served nearly 2 years less time in prison than the bank robbers.

Sources: *Prisoners and alcohol. Prisoners and drugs. The severity of crime. Federal drug law violators.* Statement of Steven R. Schlesinger before the Joint Economic Committee, U.S. Congress, Utica, New York, August 8, 1985. *Jail Inmates 1983.*

## The cost of crime

One of the questions most frequently asked of BJS by policy makers, the media, and members of the general public is "What is the total cost of crime to society?"

In all likelihood, there will never be a simple answer to this seemingly simple question for a variety of reasons:

- Many costs to society of criminal activity cannot be measured directly. These include monies that might have been channeled into legal purchases if they had not been diverted for illegal purposes such as gambling, drug purchases, and prostitution.
- Organized crime, drug trafficking, and illegal immigration result in economic losses to society, but these defy direct measurement. Also difficult to measure are the losses from fraudulent activities that the victims are embarrassed to report.
- Some of the costs of crime to society are not quantifiable. These include nonmonetary costs to victims, such as pain and suffering from injury, psychological distress, fear, and similar effects on victims and their families and friends.

However, BJS is able to measure some components of the cost of crime to society. One source of data is the National Crime Survey, which measures the value of property stolen or damaged through criminal incidents and the cost of medical care resulting from victimization.

Another cost of crime to society is that of operating the criminal justice system. During fiscal 1985, the first reports on the cost of the criminal justice system and employment in criminal justice—using a revised, less expensive methodology—were issued in *Justice expenditure and employment 1982* (BJS Bulletin, August 1985).

Two other reports on justice expenditure and employment were published during the year, including a trends report for 1971–79 and a report presenting data for 1980 and 1981. Now that the revised methodology is firmly established, the gap between reference date and publication date can be shortened.

Preparations have begun for collecting fiscal 1985 data on costs of the justice system with a methodology that will provide substantive and geographic data in greater detail. These data will be similar in content and coverage to data gathered for 1971–79. It is expected that this methodology will be used to collect these data at 5-year intervals, supplemented annually by the less expensive and more limited methodology.

## Economic cost of crime to victims

Personal crimes of violence and theft and the household crimes of burglary, larceny, and motor vehicle theft cost their victims \$10.9 billion in 1981.

- Nearly 75% of the cost (\$8.1 billion) stemmed from household crime, burglary, household larceny, and motor vehicle theft.
- Among the three violent crimes (assault, robbery, rape), the largest loss (\$421 million) was the result of robbery. However, the median loss of rape victims was slightly greater than that of robbery victims.
- The median loss was \$80 for a violent crime victim and \$40 for a personal theft victim. Motor vehicle theft gave rise to the highest median loss (\$1500) for all crimes.
- Most losses are from theft of property or cash (92%). Six percent are from property damage and 2% from medical expenses.
- About 65% of the medical costs result from assault, the most common of the three violent crimes.
- \$3.9 billion (36% of all losses) were recovered or reimbursed within 6 months after the offense.
- The median losses from personal and household crimes were greater for black than for white victims.

Source: *The economic cost of crime to victims.*

## Cost of the justice system

Federal, State, and local spending for all civil and criminal justice activities during fiscal 1982 was \$34.7 billion (less than 3% of all government spending in this country):

### Government spending by activity

Social insurance payments	21.7%
National defense and international relations	16.6
Education	13.4
Housing and the environment	7.0
Public welfare	6.4
Hospitals and health	4.3
Transportation	3.6
Justice	2.8
Space research and technology	0.5

- Local governments spent \$21 billion, State governments \$11.6 billion, and the Federal government \$3.3 billion, including both direct and intergovernmental expenditures.
- Of every justice dollar, 54¢ was spent on police protection, 21¢ on the courts and other legal activities, and 26¢ on prisons and other correctional costs.
- Less than 1¢ of every dollar spent by the Federal, State, and local governments went into operation of the Nation's correctional system, including jails, prisons, probation, and parole.
- Total government spending on civil and criminal justice was \$150 per person in 1982.
- State and local per capita spending varies greatly by State; West Virginia and Arkansas spend the least (less than \$70 per person); the most is spent by New York (\$200), Nevada (\$254), the District of Columbia (\$512), and Alaska (\$546).

Source: *Justice expenditure and employment, 1982.*

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## Cost to society of illegal drug use

On August 8, 1985, the BJS Director testified before the Joint Economic Committee of the U.S. Congress about illegal drug abuse. In preparing data for the hearings, the BJS staff drew on BJS data sources as well as on information from other organizations.

According to data developed by the Research Triangle Institute (RTI) for the U.S. Alcohol, Drug Abuse, and Mental Health Administration, drug abuse cost American society an estimated \$46.9 billion in 1980.

Taking into account factors such as inflation and changes in the population, the RTI study estimated the cost for 1983 at about \$59.7 billion.

Of the total cost half is in lost productivity by drug users. A third is crime-related (the cost to the criminal justice system and the private security industry attributable to drug-related crimes, property damage by drug users, criminal careers by addicts, and lost employment of crime victims).

Some other economic costs of drug abuse are not included in the above estimates, but the RTI study estimates that—

- The value of cash and property lost by personal and household victims of drug addicts as a result of robberies, burglaries, larcenies, and motor vehicle thefts was \$1.5 billion. There is no way to estimate losses to victims as a result of forgery, fraud, and other crimes, there being no national estimates of the total volume of such crimes.

- Social welfare (disability payments, unemployment compensation, workers compensation, public assistance, food stamps) expenditures resulting from drug abuse were estimated at \$115 million.
- Health care services related to drug abuse and drug abuse treatment programs cost \$1.2 billion.
- Medicare reimbursements resulting from drug abuse were \$100 million.
- Reliable estimates of the amount of money spent in this country for the purchase of illegal drugs are not available.

Source: Statement of Steven R. Schlesinger before the Joint Economic Committee, U.S. Congress, Utica, New York, August 8, 1985, using data from: Henrick J. Harwood, Diane M. Napolitano, Patricia L. Kristiansen, and James J. Collins, *Economic cost to society of alcohol and drug abuse and mental illness: 1980*. Research Triangle Park, NC: Research Triangle Institute, June 1984.

## The public response to crime

The public's response to crime includes—

- the decisions of individual victims on whether to report the crime to the police
- actions that victims (and their family and friends) take in reaction to crime (such as attempting to minimize the risk of future victimizations through changes in behavior, purchase of burglar alarms, and guard dogs)
- similar actions taken by strangers who read or hear of crime through media accounts or other sources
- an increase (or decrease) in fear of crime
- changes in opinions on the effectiveness, efficiency, and fairness of the criminal justice system.

The National Crime Survey measures whether or not victims have reported victimizations to the police and if not, why.

Analysis began in fiscal 1985 of measures taken by a national sample of persons to protect themselves against crime. Results will be published in fiscal 1986.

Public opinion polls by organizations such as Gallup, ABC News, and the National Opinion Research Center ask questions about how fearful people are of crime and about their confidence in criminal justice agencies. Data from these opinion polls are assembled in the annual BJS *Sourcebook of criminal justice statistics*. Care should be taken in using public opinion poll data, particularly when comparing data from

different polls where the wording or ordering of questions may be different and could influence results.

## Reporting crime

The criminal justice system deals directly with a very small amount of crime. Only about a third of all crimes are reported to the police.

- The most serious crimes in terms of economic loss or injury are the crimes most likely to be reported. Nearly half of all violent crimes are reported, but only a fourth of the personal crimes of theft and a third of household crimes are reported.
- Excluding murder, the most frequently reported crimes are motor vehicle theft (69%) and aggravated assault (58%).

Generally, demographic characteristics of the victims (sex, age, race) make less difference in the reporting rates than does the type of crime.

Most crimes are reported by the victim or a member of the victimized household:

- Of reported personal crimes, 60% are reported by the victim, 13% by another household member, 22% by someone else, and 3% are discovered by the police.
- Of reported household crimes, 88% are reported by a household member, 10% by someone else, and 2% are discovered by the police.

The reason most often given for reporting a violent crime to the police was to keep the crime from happening again. For both personal theft and household crimes, the reason most often given for reporting was the desire to recover property.

The reason most often given for *not* reporting was that the crime was not important enough to be reported to the police. For violent crimes, it was that the matter was private or personal.

Source: *Reporting crimes to the police.*

## Fear of crime

In 1983, 16% of the respondents to a Gallup poll said they felt unsafe when asked, "How about at home at night—do you feel safe and secure, or not?" This percentage has remained about the same when asked in 1972 (17%), 1975 (19%), 1977 (15%), and 1981 (16%).

Feeling unsafe at home at night was more likely to be reported in 1983 by—

- females (20%) than by males (11%)
- people in large cities than by those in smaller cities and rural areas
- blacks and other nonwhites (23%) than by whites (14%).

In that same poll, 45% of respondents said "yes" when asked "Is there any area right around here—that is, within a mile—where you would be afraid to walk alone at night?" This percentage was about the same during the 1970's, but it is an increase over the 34% and 31% reported when the question was asked in 1965 and 1967.

In 1982, the ABC News Poll reported the following percentages of respondents being worried about being a victim of—

Having your car or property vandalized	45%
Having your home burglarized	46
Being robbed on the street	31
Being injured by a robber on the street	29
Being injured by a burglar at home	31
Being raped (women only)	45
Being murdered	22

Sources: Gallup Report, Gallup Opinion Index, and ABC News Poll, as presented in *Sourcebook of criminal justice statistics, 1984.*

**Public confidence in the criminal justice system**

In 1982, the ABC News Poll asked a national sample if someone in their household had called the police in the past year. Of 35% saying yes—

- 72% said the police responded within a "short time."
- 22% said the police arrived a "long time" after they were called.
- 4% volunteered a response of "somewhere in between."
- 2% didn't know.

The same poll asked respondents how much confidence they had in the police to prevent crimes such as robberies from happening and how much confidence they had in the police to solve such crimes after they had happened:

- Confidence in the ability of the police to prevent crimes:

All respondents	100%
Great deal	18
Good amount	43
Very little	33
None at all	5
No opinion, refused	1

- Confidence in the ability of the police to solve crimes:

All respondents	100%
Great deal	14
Good amount	46
Very little	34
None at all	5
No opinion, refused	1

In 1982, the National Opinion Research Center (NORC) asked respondents to a national survey, "In general, do you think the courts in this area deal too harshly or not harshly enough with criminals?" They responded to this question as follows:

Too harshly	3%
Not harshly enough	86
About right	8
Don't know	4

Over the decade in which this question was asked, a decreasing percentage felt that the courts were dealing too harshly with criminals (6% in 1972 to 3% in 1982) and an increasing percentage felt the courts were not dealing harshly enough (66% in 1972 to 86% in 1982).

Sources: ABC News Poll and National Opinion Research Center as presented in *Sourcebook of criminal justice statistics, 1984*.

## Adjudication and sentencing

Of particular concern to policy makers and to the public is what happens to accused offenders when charges are brought against them and their cases are heard in court:

- Are they released on "technicalities"?
- Are they allowed to plead guilty to lesser charges and thus not receive the full measure of legal sanctions due to them for the crimes they have committed?
- Do they delay court proceedings through legal maneuverings that discourage witnesses and victims from continued participation in the prosecution?
- Are the sentences received by convicted offenders consistent with the seriousness of the offenses they have committed?

The development of nationally representative data on the adjudication process is difficult because methods of case processing and terminology vary across the country. Consequently, much of the information on this phase of the criminal justice process is based on studies of limited numbers of jurisdictions. Of major importance during fiscal 1985 was the start of methodological and other work directed toward the development of nationally representative adjudication data. These efforts are described in the "new initiatives" section of this report.

One source of data on local prosecution is a computer-based management information system called PROMIS (Prosecutors Management Information System), which is operating in a number of jurisdictions around the country. The BJS-sponsored Prosecution of Felony Arrests Project col-

lects and analyzes case processing data from some of these jurisdictions. It collects information on case attrition, guilty pleas, final dispositions, and case processing time. During fiscal 1985, *The prevalence of guilty pleas* (BJS Special Report, December 1984), covering 14 jurisdictions, was published. Also during the year work was completed on the final report, *Prosecution of felony arrests, 1980*. This report, published in October 1985, presented detailed findings for 28 jurisdictions.

A major priority during fiscal 1985 was continued development of the Integrated Federal Justice Data Base under the Federal Justice Statistics Program. This data base traces Federal case processing from investigation through prosecution, adjudication, and corrections. It includes input from the FBI, the Drug Enforcement Administration, United States Attorneys, United States Courts, and Bureau of Prisons. This is the first time that such Federal justice data have been brought together in a single data series. During the year, *Pretrial release and misconduct* (BJS Special Report, January 1985), containing statistics from the Federal data base, was released.

During the year, analysis continued of the results of the first survey of public defense systems in 10 years. This analysis will culminate in more detailed tabulations than were presented in *Criminal defense systems: A national survey* (BJS Special Report, August 1984).

## BJS reports on . . .

BJS has relied on two methods of developing national and State-by-State estimates of State and local court caseloads.

- In the first, data have been extracted from documents printed by the States, usually by the State Court Administrator or Chief Justice. Data from these published reports were supplemented by unpublished information provided by the States. This methodology, however, did not produce reasonably current data because of the lags between publication at the State level, the compilation process, and final publication of national estimates.

- A second methodology was initiated in late 1982 to provide more current data through a survey of State Court Administrators. Using this later methodology, *Case filings in State courts, 1983* was published as a BJS Bulletin, October 1984. It presented the numbers of cases filed, by type of case (criminal, civil, juvenile, and traffic), and the change in civil and criminal filings over the period 1978 to 1983. Also included were the numbers of felony and other criminal filings for selected States and appellate filing data.

*The growth of appeals* (BJS Bulletin, February 1985) covers 1973-83. The collection of appellate data in the future will be considered in the context of a redesigned court statistics program.

Also published during fiscal 1985 was *Supplement to the State court model statistical dictionary*. This document updates the dictionary published in 1980 and is intended to assist State courts and court administrative offices in reporting nationally comparable data.

Data on sentencing and sentence outcome are currently derived from indirect sources (such as the prisoner statistics programs described in the following section on corrections) or nonnationally representative programs (such as those providing data for limited numbers of prosecutors' offices or States). Nonetheless, these sources produced some provocative statistics on sentencing during fiscal 1985.

- *Felony sentencing in 18 local jurisdictions* (BJS Special Report, June 1985) provided insight into case dispositions. It reported on the use of different kinds and degrees of sanctions for seven major felonies for a variety of large jurisdictions across the country.

- *Sentencing practices in 13 States* (BJS Special Report, October 1984) examined the sentencing of convicted felons in several States with respect to whether or not they were sent to prison and the length of their sentences. It covered the following States which were able to respond to a BJS request for available data: California, Connecticut, Illinois, Iowa, Maryland, Minnesota, New York, North Carolina, Oklahoma, Oregon, Pennsylvania, Washington, and Wyoming.

- A similar request to the States asked for data from Offender-Based Transaction Statistics (OBTS) systems which follow offenders from arrest through final disposition. In fiscal 1985, the focus of this request was for data on persons arrested for offenses against children. Six States were able to supply data: California, New York, Ohio, Pennsylvania, Utah, and Virginia. The results were presented in *Tracking offenders—The child victim* (BJS Bulletin, December 1984).

• *Prison admissions and releases, 1982* (BJS Special Report, July 1985) and *Prisoners in 1984* (BJS Bulletin, April 1985) each contained data on sentences received and served by prison inmates.

Of major significance during the year is the initiation of several new projects that ultimately will produce national sentencing data. These are described in the "new initiatives" section of this report.

### Local prosecution

Differences in local laws, agencies, resources, standards, and procedures result in varying responses to crime in each jurisdiction. For example, a study of four States found that prosecutors from one State file on 30% of the arrests brought to them by the police while prosecutors in another State file on 97% of the arrests.

Most felony arrests do not result in a trial. From a third to more than a half of all arrests are rejected at screening or dismissed, and most of the rest result in a guilty plea.

Evidence-related deficiencies and witness problems account for more than half of rejections at screening. In most jurisdictions, evidence and witness problems are also the most common reasons for dismissals.

Guilty pleas rather than trials account for the vast majority of felony convictions (about 45 of every 100 arrests).

The use of guilty pleas in felony cases varies greatly among jurisdictions. Some jurisdictions have policies that result in a high rate of guilty pleas while others go to trial more frequently.

Most guilty pleas are to the most serious charge filed by the prosecutor. In 12 of 16 jurisdictions studied, close to 60% or more of the guilty pleas were to the top charge.

Few cases are brought to trial. An average of 4 of every 100 arrests go to trial. Of cases bound over to felony court, only 8% result in a trial.

Defendants charged with serious crimes are more likely to demand a trial than those with less serious charges.

Most cases that go to trial by jury result in conviction. Of 24 jurisdictions studied, an average of 69% of the cases that went to trial resulted in conviction; the individual jurisdiction rates ranged from 51% to 85%.

*Sources: Prosecution of felony arrests, 1980. The prevalence of guilty pleas.*

**Federal prosecution  
and pretrial release**

In the Federal courts and in the State and local courts studied, about 85% of the defendants are released pending their trial.

Of all Federal defendants released during 1979—

- about 50% were on unsecured bond
- 23% were on personal recognizance
- 14% were on deposit bond
- 9% were on surety bond
- less than 2% were on collateral bond.

In the Federal courts, the highest bail amounts tend to be imposed on defendants accused of the most serious crimes who have extensive criminal records and weak social and economic ties.

Of the Federal defendants who are released, about 10% are rearrested for new crimes, violate the conditions of their release, or fail to appear for trial. In State and local courts, pretrial misconduct occurs three times as often. This may be attributed to the large number of white-collar offenders prosecuted in the Federal courts.

During the same bail time period, Federal defendants with serious criminal records are more likely to be rearrested or fail to appear for trial (35%) than defendants with less serious records (20%), or those with no records (8%).

The longer a defendant waits for a trial, the greater is the probability of misconduct; the likelihood was 10% for Federal defendants free on bail for 90 days, 14% for those on bail for 180 days, and 17% for those on bail for 270 days.

*Source: Pretrial release and misconduct:  
Federal offenses and offenders.*

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## Indigent defense

According to the Constitution, a person accused of a crime punishable by a term of incarceration has a right to an attorney. The courts have ruled that the defense of accused persons must be provided regardless of the defendant's ability to pay for such counsel. Therefore, the costs of indigent defense services are borne by the public.

The Nation spent almost \$625 million during 1982 for indigent criminal defense services in about 3.2 million State and local court cases.

Spending for indigent defense in 1982 was 44% greater than the estimated \$435 million spent during 1980 and 213% greater than the estimated \$200 million spent in 1976.

The average cost of an indigent defense case nationwide was \$196, ranging from \$567 in Hawaii to \$85 in Oklahoma.

Assigned counsel systems that require the appointment of private attorneys dominate service delivery patterns. They are used in 60% of all counties, whereas 34% use public defender systems and 6% use contract systems.

Public defender systems are the dominant system in 43 of the 50 largest counties in the United States and serve 68% of the Nation's population.

A growing number of cases are no longer being handled by public defenders, mainly because of the increasingly strict definition of what constitutes a conflict of interest and limits on the number of cases the public defender is able to handle.

Of all counties studied, 75% have some form of recoupment requiring defendants to repay a portion of their defense costs; but 25% of the counties that require recoupment reported that no payments were received in 1982.

*Source: Criminal defense systems:  
A national survey.*

### Court caseloads

More than 80 million cases were filed in the State trial courts of 46 States and the District of Columbia in 1983. The large majority of these were traffic cases; civil cases accounted for 16% of the filings, criminal cases, for 13%, and juvenile cases, for 1.25%.

Trial court data were not available from Indiana, Mississippi, Nevada, and Ohio at the time these national estimates were made. Based on data from earlier years, these four States could add as many as 4 million filings to the 1983 estimate of 80 million.

Most crime is a State and local problem. About 98% of all civil and criminal court cases are filed in State and local courts.

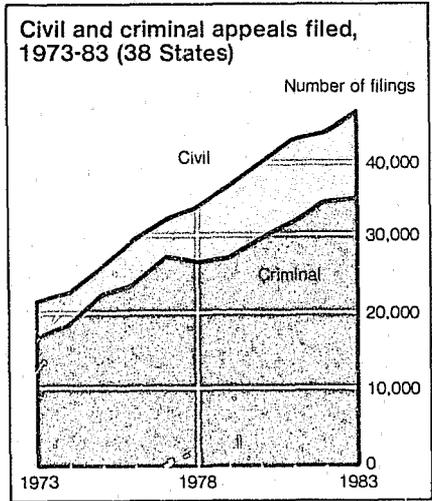
Serious crime is only a small portion of the criminal justice system workload. Criminal cases represent less than 13% of the case filings in State courts, and felony filings are only a small fraction of the criminal filings there.

In 24 States that were able to distinguish felony cases in their data, those cases ranged from 5% to 32% of all criminal filings, with a median across the States of 9%.

Source: *Case filings in State courts, 1983.*

### Appeals and habeas corpus

State appeals court cases more than doubled during the decade between 1973 and 1983.



The increase—114% for civil cases and 107% for criminal cases—was even greater than the 90% increase in Federal appeals filed in the U.S. Circuit Court of Appeals.

Both civil and criminal caseloads increased by about 4% during each year since 1978, not nearly as fast as appellate filings.

Criminal appeals made up only 10% to 15% of the total appeals until the 1960's, when a rapid increase occurred. In the past decade, criminal appeals accounted for between 43% and 46% of all appeals.

The number of Federal habeas corpus petitions (in which prisoners challenge the validity of their State convictions after they have exhausted all other appeals) rose nearly 700% between 1961 and 1982.

Only a small number of inmates (1.8%) who filed habeas corpus petitions were successful in gaining any type of release.

Many of the same prisoners filed successive habeas corpus petitions for State and Federal court review of their conviction and/or detention.

Sources: *Case filings in State courts, 1983.*  
*The growth of appeals: 1973-83 trends.*  
*Habeas corpus: Federal review of State prisoner petitions.*

## Sentencing practices

States vary in the degree of judicial and parole board discretion in the sentencing and release decisions provided by law. Currently, the range of State sentencing systems involves—

*Indeterminate sentencing.* The judge has primary control over the type of sentence given, such as prison, probation, or fine, and the upper and lower bounds of the length of prison sentences within statutory limits, but the actual time served is determined by the parole board.

*Determinate sentencing.* The judge sets the type of sentence and the length of prison sentences within statutory limits, but the parole board may not release prisoners before their sentences (minus good time) have expired.

*Mandatory prison terms.* Legislation requires the imposition of a prison sentence, often of specified length, for certain crimes and/or certain categories of offenders.

*Presumptive sentencing.* The judge is required to impose a sentence whose length is set by law for each offense or class of offense. When there are mitigating or aggravating circumstances, however, the judge is allowed to shorten or lengthen the sentence within specified boundaries.

Some States have practices that affect sentencing and the actual time served:

*Sentencing guidelines.* The courts set sentences by using procedures designed to structure sentencing decisions, usually based on offense severity and criminal history.

## BJS reports on . . .

*Parole guidelines.* Parole boards use procedures designed to structure release decisions based on measurable offender criteria.

*Good-time policies.* In nearly all of the States, legislation allows for reduction of a prison term based on the offender's behavior or program participation in prison.

*Emergency crowding provisions.* Some States have statutes or policies that relieve prison crowding by systematically making certain inmates eligible for early release.

In recent years there has been a movement in many States away from sentencing systems that give judges and parole boards great discretion in sentences and time served to more certain and fixed punishments for crimes through mandatory sentences, sentences of fixed length (determinate sentencing), and the abolition of parole boards.

Beginning with Maine in 1976, nine States had abolished parole as of 1983. In the 5 years from 1977 to 1982, the proportion of those released from State prisons by parole boards dropped from 72% to 52%.

By yearend 1982, most of the States had also enacted mandatory sentences for certain types of offenses or offenders.

While prison sentence lengths vary among jurisdictions, they are consistently related to the seriousness of the crime within jurisdictions.

*Sources: Setting prison terms. Sentencing practices in 13 States. Felony sentencing in 18 local jurisdictions. Prison admissions and releases, 1982.*

## Sentencing outcomes

Most convicted felons are sentenced to incarceration.

Felons convicted of more serious offenses are more likely to go to State prison:

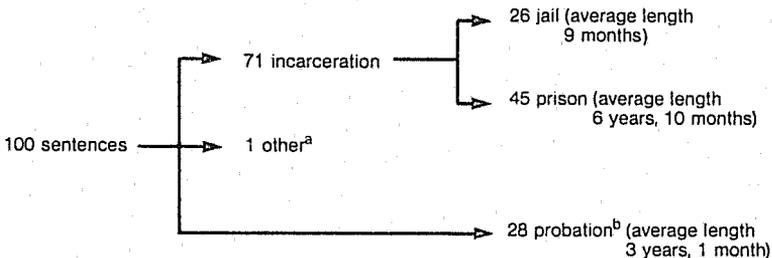
<u>Offense</u>	<u>Percent of convicted felons sent to prison</u>
Homicide	85%
Rape	69
Robbery	65
Burglary	46
Aggravated assault	39
Larceny	29
Drug trafficking	23

The risk of imprisonment for serious crime has increased in recent years, but it has not yet reached the levels observed 20 to 25 years ago.

<u>Year</u>	<u>Prison admissions per 100 of the most serious crimes</u>
1960	6.3
1965	4.5
1970	2.3
1975	2.6
1980	2.6
1981	2.9
1982	3.5
1983	4.0
1984	3.9

Some jurisdictions use jail instead of prison more often as the sanction against convicted felons. For example, in Baltimore City, MD, only 1% of convicted felons are sentenced to jail while in Hennepin County (Minneapolis), MN, about half the convicted felons receive some sort of jail term.

### A typical 100 sentences in felony court



<sup>a</sup> Other includes such sentences as restitution to the victim or a fine  
<sup>b</sup> Probation refers to probation only and does not include sentences to a split term or incarceration and probation.

Straight probation is required by more than a fourth of felony sentences. Almost another fifth of felony sentences are to a term in jail followed by probation, a sentence referred to as a split sentence.

The average sentences are longest for prison sentences and shortest for probation.

Felons with multiple conviction charges receive longer sentences. Of those convicted on a single charge, 40% received prison sentences, averaging more than 5 years; in contrast 69% of those convicted on four or more charges received prison terms averaging almost 14 years.

About 1 in 9 of those convicted of multiple charges and sentenced to prison receive consecutive sentences, requiring that sentences be served in sequence. The remainder receive concurrent sentences that allow the offender to serve several sentences at the same time.

The prison sentence imposed is longer for persons given consecutive sentences (an average of almost 19 years) than for those given concurrent sentences (an average of almost 9 years).

A smaller percentage of persons arrested for crimes against children receive prison sentences of more than a year than do persons arrested for crimes against victims of all ages.

Offenders against minors are more likely than offenders against victims in general to be prosecuted and convicted.

However, fewer offenders against minors are incarcerated and, when they are, they receive shorter prison sentences than do others.

Sources: *Felony sentencing in 18 local jurisdictions. Prisoners in 1984. Prison admissions and releases, 1982. Tracking offenders: The child victim. Prisoners in 1985.*

## **Corrections**

Few aspects of criminal justice have been the subject of more intense debate over the past several years than that of corrections policy. The growth in prison populations during this decade has led to increased demands on correctional resources.

The BJS corrections statistics program provides systematic data on correctional populations and agency workloads covering probation, local jails, State and Federal prisons, parole, and persons under sentence of death.

The National Probation Reports series provides annual data, by State, on the number of admissions to probation supervision and the yearend total of persons under such supervision. The Uniform Parole Reports Program, begun in 1965, provides data on the populations and characteristics of persons admitted to and released from parole supervision. This program also gathers information from States annually on legislative and administrative changes likely to affect the length of sentences and the time served in correctional institutions.

During fiscal 1985—

- The first release of data from the 1983 National Jail Census and National Jail Inmate Survey was made. Additional analyses and publications are scheduled for fiscal 1986.
- The Census of State Prisons was conducted, covering 922 State-operated correctional facilities. The census covered topics such as facility operations, density

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and occupancy rates by facility, staffing, expenditures, disorders, and court orders.

• The Survey of State Prison Inmates was pretested. Fielded in early 1986, this survey interviewed 15,000 inmates on criminal history, demographic characteristics, drug and alcohol use, and so on.

The National Prisoner Statistics (NPS) series dates back to 1926. It provides yearend and midyear counts, by jurisdiction, of prisoners confined in State and Federal institutions. NPS reports during the year documented the continued growth in the population of the Nation's prisons: by June 30, 1985, a record high of 490,041 was reached. The increase in the number of inmates during the first 6 months of 1985 (26,000) equals the total increase for all of 1984.

The first report of data on characteristics of persons admitted to or released from prison covered calendar 1981 and was published in September 1984, a report on 1982 admissions and releases was published in July 1985, and a report on 1983 admissions and releases will be published in early 1986. In mid-1983 the new National Corrections Reporting Program (NCRP) began to acquire such data on individual prisoners and parolees as demographic characteristics, offenses, sentences, and time served. With the addition of data on parolees, it will be possible to analyze individual offender records from prison entry through parole discharge, including returns to prison of persons unsuccessfully terminated from parole. In the future, the NCRP will permit linkage of prisoner records with FBI criminal-history data to evaluate post-release recidivism.

The NCRP has been integrated with Uniform Parole Reports to provide a complete overview of sanctioning across the States from prison entry through termination of parole for each offender.

The corrections statistics program also reports separately on State prisoners sentenced to and awaiting execution.

During fiscal 1985, reports were issued on correctional populations (BJS Bulletin, April 1985, and press release, September 1985), jail populations (BJS Bulletin, November 1984), capital punishment (BJS Bulletin, August 1985), the prevalence of imprisonment (BJS Special Report, July 1985), and the characteristics of incarcerated offenders (BJS Special Report, June 1985). A total of nine statistical reports were produced under the corrections program in fiscal 1985.

### Correctional populations

More than 1.5% of the adult U.S. population is under some form of correctional supervision on a given day:

Probation	1,711,190	64%
Parole	268,515	10
Prison	463,866	17
Jail	233,018	8
Total	2,676,589	100

The number of persons under each type of correctional supervision is at an all-time high:

- The Nation's adult probation population increased by 8% (nearly 128,000 persons) in 1984.
- The parole population increased by 9% (more than 22,000 persons) in 1984.
- The prison population grew by more than 6% during 1984, adding 26,618 more prisoners.
- Local jail populations including both convicted and unconvicted inmates increased by more than 45% between 1978 and 1984, rising from 76 to 99 jail inmates per 100,000 U.S. residents.

Twice as many persons are under correctional supervision as are employed by the entire criminal justice system.

Three quarters of those under correctional supervision are in the community (probation or parole); one quarter are incarcerated (prison or jail).

Based on current incarceration rates, an estimated 3% to 5% of the males born in the United States today are likely to serve a sentence in an adult State prison during some time in their lives.

In 1979, 95% of prison inmates were either convicted violent offenders or had been previously convicted of a crime.

About half of the 223,551 local jail inmates in 1983 were awaiting or on trial. The other half were convicted offenders who will either serve their sentence in jail (usually for less than 1 year) or will be transferred to a State prison.

Because of their dual functions of detention and confinement, jails have a higher volume of admissions and releases than other correctional facilities. In 1983, there were more than 8 million admissions to jails and slightly less than 8 million releases.

There were 554 deaths among jail inmates during the year preceding June 30, 1983, compared to 611 such deaths in the year prior to the 1978 jail census; suicide was the principal cause.

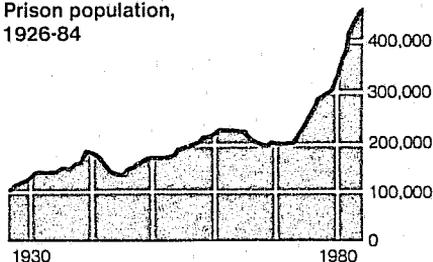
About 55% of the adult male deaths, 79% of the adult female deaths, and all seven of the juvenile deaths in the 1982-83 period were suicides. All of the juvenile suicides were boys.

*Sources: Prisoners in 1984. Probation and parole 1984. The 1983 jail census. The prevalence of imprisonment. Jail inmates 1984. Survey of State Prison Inmates 1979.*

## Prison and jail crowding

By midyear 1985, a new prison population record was set, reaching 490,041 prisoners. This continued an 11-year trend of increasing prison populations.

Prison population,  
1926-84



The prison population has grown more than 40% in the 4 years since 1980.

The States added an estimated 100,000 new prison beds during the past 4 years, but crowding remains a serious problem:

- At yearend 1984, the States said they were operating at about 110% of their prison capacity.
- More than 11,000 prisoners were backed up in local jails.
- 14 States reported that they had given early release to a combined total of more than 17,000 inmates in 1984 because of crowding.

At yearend 1984, six States and the District of Columbia were operating their entire prison systems under a court order or consent decree concerning overcrowding and other conditions, as was Michigan's system for male offenders. In 25 other States, at least one major prison was under a court order or a consent decree.

During 1984, the prison population in States entirely under court order increased only 2.9%, compared to an increase of 9.2% in States without court intervention.

As of June 30, 1983, a record 223,551 people were being held in jails throughout the country, 41% more than at the time of the last full jail census in 1978.

About 7,700 inmates, or 3% of the total in 1983, were being held for other authorities as a direct result of crowding in Federal and State prisons or in other local jails. Such inmates constituted 32% of the jail population in Mississippi, 21% in Louisiana, and 19% in Maine.

Sources: *Prisoners in 1984. The 1983 jail census.* BJS press release, September 15, 1985.

## Prison funding

Less than one penny of every dollar spent by Federal, State, and local governments went into the operation of the Nation's correctional system, including jails, prisons, probation, and parole.

In 1981, State governments spent \$3.9 billion for the operation, maintenance, and construction of State correctional institutions. This represented 75% of the States' total corrections expenditure of \$5.2 billion in that year.

In 1982, State spending for corrections rose to \$5.6 billion, of which 75% was for State correctional institutions.

Sources: *Justice expenditure and employment, 1982. Justice expenditure and employment extracts: 1980 and 1981. Justice expenditure and employment extracts: 1982 and 1983.*

## Time served in prison

Actual time served in prison is generally much less than the maximum sentence length:

	1982 admissions		1982 releases	
	Percent of all prisoners	Median sentence length (months)	Percent of all prisoners	Median time served (months)
All offenses	100%	51	100%	16
Murder	5	Life	3	69
Manslaughter	3	105	4	28
Rape	3	120	2	36
Robbery	18	78	17	25
Assault	7	48	8	15
Burglary	28	42	28	14
Larceny	10	32	10	10
Auto theft	2	36	1	13
Forgery/fraud/ embezzlement	6	33	6	11
Drugs	8	43	8	11
Other	13		13	

The median time served in 1982 of 16 months was the lowest recorded since 1926 when data collection began.

- Except for the years during World War II, median time served for all first releasees has been in the range of 17 to 21 months.
- In 1979 and 1980 it was 19 months and then declined to 17 months in 1981 and 16 months in 1982.

A life sentence rarely means that an offender will spend the rest of his/her life in prison.

- The median time served for a life sentence in 1982 was 5 years and 9 months.
- Nearly a quarter of those released in 1982 on a life sentence served 3 years or less and nearly three-fifths served 7 years or less.

Source: *Prison admissions and releases, 1982.*

## Capital punishment

At yearend 1984, 1,405 persons were under a sentence of death in State prisons. All had been convicted of murder; 99% were males; 57% were white; and the median age was 31.

- Two-thirds of the inmates on death row had prior felony convictions and 1 in 10 had a prior homicide conviction.
- A fifth of the inmates on death row were on parole at the time of their capital offense. Nearly another fifth had pending charges, were on probation, or were prison inmates or escapees when they committed their capital offense.
- Excluding those with pending charges, almost a third of those awaiting execution were under sentence for another crime when the capital offense was committed.

At yearend 1984, 37 States, covering 78% of the U.S. population, had laws authorizing the death penalty and 32 States held prisoners under sentence of death; 6 States conducted executions during that year.

Electrocution (16 States) and lethal injection (15 States) were the most common methods of execution permitted by State law. Lethal gas was permitted in 8 States, hanging in 4 States, and a firing squad in 3 States.

The 21 persons executed in 1984 brought the total to 32 persons executed since 1976 when the Supreme Court affirmed the death penalty.

Between 1980 and 1984, there were in the aggregate 16 whites admitted to death row for every 1,000 arrested for murder or nonnegligent manslaughter as compared to 12 blacks admitted to death row for every 1,000 arrested for these crimes.

During the decade from 1975 to 1984 2,384 persons were sentenced to death and 32 were executed. In the same period, there were 204,000 murder and non-negligent manslaughter victims and 198,000 persons arrested for those crimes.

*Source: Capital punishment 1984.*

## Recidivism and career criminals

Few issues in criminal justice have drawn as much attention as the impact of recidivism on public safety and the implications of this issue for sentencing policy. Career criminal programs and mandatory or enhanced sentences for repeat offenders are examples of policies designed to reduce the threat recidivists pose to society. During fiscal 1985, two BJS reports presented important new findings relevant to the contemporary debate on recidivism.

The first of these reports, *Returning to prison* (BJS Special Report, November 1984), was based on special data supplied by State authorities in 14 States (Colorado, Georgia, Iowa, Massachusetts, Minnesota, Mississippi, Nebraska, New York, North Carolina, Oklahoma, Oregon, Rhode Island, Washington, and Wisconsin). These States made available followup data on prison releasees for periods ranging from 1 to 18 years.

The second report, *Examining recidivism* (BJS Special Report, February 1985), used self-reported data from incarcerated offenders on their prior convictions and incarcerations.

Of the persons entering a State prison in 1979—

- almost 84% had a record of prior convictions, including 61% who had been previously incarcerated as an adult, a juvenile, or both
- about 28% had five or more prior convictions for criminal offenses

- at the time of their admission, 40% were either on parole or probation for prior offenses
- about 28% would still have been incarcerated for earlier crimes if they had served the maximum term imposed by the court on their prior sentence to confinement.

About half of those who are released from State prisons will return within 20 years, and 60% of these repeaters will be back by the end of the third year. Recidivists entering prison for robbery, burglary, or auto theft return to prison more rapidly than those who entered for other crimes.

With some exceptions, the highest risk of returning to prison occurs during the second half of the first release year.

The greater the amount of time a former prisoner remains in the community without reincarceration beyond the first year, the less is the likelihood that he or she will return to prison.

Sources: *Examining recidivism. Returning to prison. Career patterns in crime.*

## Privacy, security, and confidentiality of criminal justice data

The increased reliance on criminal justice data for public and private sector uses has highlighted the need for accurate, complete, and timely criminal justice records. Policies governing the collection and maintenance of such data and legislation regulating the release of data for different purposes are also of prime concern to the criminal justice community. In response to these concerns, a major part of BJS activity during the year in the area of privacy, security, and confidentiality focused on the issue of data quality. BJS activities on the quality of criminal-history data are discussed in detail in the "new initiatives" section of this report.

In a related effort, BJS continued to update its series of Compendia of State Privacy Statutes. This series, which began in 1979, includes both relevant sections of State legislation from all 50 States and a series of tables that classify the legislation according to 26 subject categories.

The 1984 compendium update, prepared in fiscal 1985, is more than 1500 pages long and is being maintained on microfiche. An overview of the update, containing summary tables, was published during the fiscal year as *Compendium of State privacy and security legislation, 1984 edition: Overview*.

Another report, *Intelligence and investigative records*, was also issued during fiscal 1985. The report, issued as part of

the criminal justice information policy series, described relevant statutory and case law which affects use and collection of intelligence and investigative data for criminal justice purposes.

BJS continued to oversee activities to ensure confidentiality of statistical and research data. These activities included the development and review of appropriate data maintenance and transfer procedures in support of the BJS Federal, State, and National programs.

By 1984, all 50 States had enacted legislation to ensure some aspect of data quality.

Most State legislation (36 States) was enacted after promulgation of DOJ Privacy and Security Regulations (28 CFR Part 20) in 1975.

Almost all States (44) statutorily require that State and local law enforcement agencies report arrests for serious crimes to the central repository.

A lesser number of States require that case disposition data be reported to the central repository.

Disposition data are required to be reported by courts (24 States), correctional agencies (30 States), or prosecutors (13 States).

Many disposition reporting requirements are generally worded and therefore are difficult to enforce.

Source: *Compendium of State privacy and security legislation, 1984 edition: Overview*

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# New initiatives

BJS strives to monitor and take advantage of new technologies to collect and process data with increased efficiency and cost effectiveness. For example, during the year, BJS completed major projects to assess and evaluate the methodology used in the Nation's two most important statistical series on crime, the National Crime Survey (NCS) and the Uniform Crime Reporting (UCR) program.

BJS also continues to develop new data collection programs to inform policy makers in areas where no or only limited data have been available in the past.

Projects during fiscal 1985 that show promise for the future include—

- National Crime Survey redesign
- Uniform Crime Reporting Program assessment
- National Crime Survey supplements
- Police administrative and management statistics
- Pretrial statistics
- A national court statistics program
- National assessment of juvenile justice data collection efforts
- Federal civil justice data
- Quality of criminal history data
- Comparative international statistics on incarceration
- National recidivism statistics series.

Each of these projects is described in this section.

### National Crime Survey redesign

The NCS Redesign project was a total reassessment of the design, administration, and potential uses of the survey.

Begun in 1979, the project was undertaken by a consortium of experts in criminology, survey design, and statistics, with the active participation of BJS and the Census Bureau, which serves as the collection agent for the NCS.

The project was charged with investigating a wide range of issues which included—

- improving the accuracy of recall for victimization incidents
- expanding the scope of crimes covered
- increasing cost effectiveness
- enhancing the analytic potential of NCS data
- improving the overall utility of NCS data.

Major features of the NCS design, administrative procedures, and analysis conventions were examined, and a large body of material was prepared as a basis for recommendations on sample design, collection procedures, questionnaire content, comparability with the Uniform Crime Reports series, utilization, and analytic and processing needs. In the course of the project, four major field tests of proposed changes to the survey were undertaken, and NCS redesign work also contributed to the questionnaire design for the D.C. Crime Victimization Survey conducted in 1983.

Changes may include—

- improvements to the survey instrument to provide more information about the characteristics of criminal victimization incidents, victims, and long-term consequences of victimization
- a completely revised strategy for eliciting victim reports of crime incidents, allowing greater efficiency in the measurement of these events
- reliance on telephone interviewing whenever possible to reduce field costs
- adoption of computer-assisted telephone interviewing (CATI) in a centralized interviewing facility to provide better monitoring of interviewers and fewer errors in data collection and processing
- implementation of a longitudinal design to provide greater sample stability and improved measurement of victimization patterns and of the consequences that extend beyond one interviewing period
- development of weighting procedures to allow use of initial interviews for estimating annual data
- development of victimization estimates for specific counties for which the survey provides enough sample cases to yield significant findings
- release of aggregated subnational data, so that users of such data may examine victimization patterns for their own or similar localities
- collection of data on victims' perception of what happens to them in the criminal justice system and how satisfied they are with their treatment.

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Changes will be made in two stages. Modifications judged to be non-rate affecting will be made in fiscal 1986 to provide some needed improvements quickly, while still maintaining comparability with data from previous years.

Major modifications will be made simultaneously during fiscal 1988. This second phase will result in a "break" in the series, making comparisons of data collected before and after the phase-in difficult. However, these changes will result in more efficient collection of NCS data, greater accuracy of victimization estimates, and improved opportunities for analysis of victimization-related issues.

### **Uniform Crime Reporting Program assessment**

During fiscal 1985, the study of the UCR Program, undertaken in cooperation with the FBI, was completed. This effort, conducted by a private contractor, was overseen by a joint BJS/FBI Task Force. The contractor was guided by a steering committee made up of police practitioners, researchers, academicians, the media, and representatives of the leading law enforcement professional organizations.

The first phase of the study examined both the original program (as begun in 1930 based on the plan of the Committee on Uniform Crime Records of the International Association of Chiefs of Police) and the current program. The second phase examined alternative potential enhancements to the UCR system.

A set of recommendations was developed and published in *Blueprint for the Future of the Uniform Crime Reporting Program*. This report was released in June 1985 with an invitation for public comment. By September 1985 close to 100 letters had been received, and the overwhelming majority of them endorsed the study's findings. Planning for implementation is currently underway.

The major recommendations in the report are to—

- Convert the UCR system to a two-level reporting system under which most agencies report basic offense and arrest information similar to that currently reported (Level I), while a comparatively small

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## New initiatives

sample of agencies report much more extensive information (Level II).

- Convert the entire UCR offense reporting system to unit-record reporting in which local law enforcement agencies submit reports on the characteristics of each individual criminal incident (e.g., location, time, presence of weapon).
- Convert the entire UCR arrest reporting system to unit-record reporting in which local law enforcement agencies submit reports on the characteristics of each individual arrest.
- Distinguish attempted from completed offenses.
- Distinguish among crimes against businesses, crimes against individuals or households, and crimes against other entities.
- Institute routine, ongoing audits of samples of participating UCR agencies in order to establish the extent of error in the system on a continuing basis for both Level I and Level II.
- Develop the UCR, National Crime Survey (NCS), and Offender-Based Transaction Statistics systems as independent programs providing complementary criminal justice statistics for multiple purposes. The strengths of each of these data systems should be continued and enhanced, rather than compromised to achieve superficial comparability.
- Issue UCR reports at least once a year jointly with a corresponding report from the National Crime Survey, and occasionally issue joint publications.

- Continue effort to provide the means for reconciling UCR and NCS data, evaluating seriousness scoring, and preparing periodic publications, special studies, and technical documentation.
- Support continued and improved user services, including a user data base with files linked over time, the ability to draw samples of offenses for analysis either by the UCR staff or by outside researchers, and response to public queries.

Testing of definitions and procedures will begin in late spring or early summer 1986, and use of the definitions and procedures is scheduled to begin in fiscal 1987 on a phased basis.

## National Crime Survey supplements

The National Crime Survey has provided annual estimates of the extent and characteristics of crimes against individuals and households since 1973. It has been a stable and consistent measure of crime and various aspects of crime. However, some researchers maintain that it is being underutilized as a data collection vehicle because it has not been used to collect supplemental periodic information of great value in policy making but which need not be collected annually as a part of the ongoing NCS.

During the year, the National Institute of Justice and the Bureau of Justice Statistics announced a jointly sponsored research program to encourage researchers to consider the widest possible range of research and analytic interests that can be addressed by adding supplemental questions to the NCS. In offering this program, BJS and NIJ affirmed their support for enhancement of the NCS through open solicitation of ideas from the criminal justice community.

The solicitation is open-ended in that applicants are free to suggest topics of interest that can be addressed by supplemental questions to the NCS. However, several topics were offered as illustrative of the themes that could be addressed. These included—

- victimization dynamics (why certain crimes occur, why they result in lesser or greater injury, and why they often go unreported to the police)

- police response (the treatment victims receive from the police, victim satisfaction with police followup, and victim decisions to report the crime)
- self-protection (the extent and effectiveness of various measures to reduce the risk of victimization, including measures such as burglar alarms, guard dogs, and private security).

To be considered for funding, applicants will be required to fully articulate the research questions they propose to be addressed by the supplemental questions to the NCS, to fully specify the survey questions to be added, to describe the sample size to be used, and to describe the analytic plan to be followed upon receipt of survey data.

Successful applicants will receive a data tape containing the survey results of the supplement plus grant funds to perform the analysis proposed. It is anticipated that several awards could be made if enough applications of merit are received.

The application deadline is June 6, 1986, and awards will be made following an intensive review by a panel staffed with personnel from NIJ, BJS, the Bureau of the Census, and experts outside government.

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## New initiatives

### Police administrative and management statistics

Recognizing that very little national-level police administrative and management data exist, BJS commissioned a study of the need for such data along with recommendations as to what types of data should be collected.

The study focused on "input data" (calls for service and crimes reported), "process data" (number of agencies, functions, personnel, expenditures), and "output data" (arrests, clearances, convictions, citizen attitudes, and use of deadly force).

An extensive literature review was conducted, as were two separate surveys of police agencies to determine the perceived utility of such data, the relative importance of various data items, and the ability of police departments to provide such data.

This first phase culminated in a "state of the art" report that addressed these basic questions:

- What data have been collected in the past?
- What statistics are available now?
- How useful are these data to the police, researchers, and policymakers?
- What is the quality, reliability, and comparability of these statistics?

The report concluded with specific recommendations for continued planning for a national series of law enforcement management and administrative statistics. Dur-

ing fiscal 1985, these recommendations formed the basis for a second phase of this effort:

- an analysis of existing data sets of police statistics
- a survey of small police agencies about their data needs
- the development of a survey questionnaire and handbook for a national collection effort
- a discussion of various sampling designs
- a pretest of the proposed survey.

This phase is scheduled for completion in late spring 1986.

A BJS Special Report, a product of this project, was released in early 1986. The report examined police expenditures over the past four decades.

In anticipation that a full survey of police agencies will be conducted, work began during fiscal 1985 to update the mailing list that will be necessary for drawing a sample of agencies to produce nationally representative data. In addition to obtaining current mailing address information, agency characteristics data are scheduled to be collected for the purposes of drawing a more efficient, less costly, stratified sample.

## Pretrial statistics

Little information is available about the pretrial phase of the judicial process. To fill this void, BJS is sponsoring a study to determine the feasibility of developing a national pretrial data base. Following preliminary tests of methodology at 3 sites, 18 jurisdictions were selected for implementing the study. A procedural manual and forms for data collection were developed, four regional training sessions were conducted for personnel from the participating jurisdictions, and data collection was begun.

In each jurisdiction, data are being collected for a sample of between 100 and 500 defendants who have been released pending trial. Sixty percent have been charged with felonies and the other with misdemeanors. The data include information on—

- The offense
- The person's prior criminal record
- The type of pretrial release including financial and nonfinancial conditions
- Failure to appear in court
- Rearrests while on pretrial release
- Disposition and sentencing (for the original charge and for any charges resulting from rearrests).

Each defendant is tracked for 9 months after pretrial release or until disposition.

Data collection will be completed in early spring 1986. The data will be analyzed to assess the feasibility of achieving a national pretrial data base. A report on the analysis is expected to be issued in summer 1986.

## A national court statistics program

The Adjudication Program is undergoing a major expansion to increase its utility for policy makers and its statistical quality.

During fiscal 1985, work began to update the sampling list of general jurisdiction courts that is needed to support future data collection efforts aimed at producing nationally representative court data.

During fiscal 1986, feasibility studies are planned to develop methods that can produce annual national felony conviction counts, supplemented by a defendant-based reporting system that will provide periodic data on demographic characteristics, criminal history, offense information, and dates and outcomes of key actions such as arraignment, disposition, and sentencing. Initially, coverage will be limited to State courts of general jurisdiction. To the maximum extent, automated judicial information systems will be used.

Also during fiscal 1985, a major expansion was begun of the project that produced *Felony sentencing in 18 local jurisdictions* (BJS Special Report, June 1985). That project used court and prosecutor records to collect data on the type and length of sentence received by felony defendants for seven offenses. The expansion is expected to provide data for as many as 35 jurisdictions.

An additional project will collect data on case processing characteristics and other relevant variables from a sample of 10,000 defendants charged with robbery or burglary. Using a survey instrument supplemented by field data collection activities,

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## New Initiatives

court and prosecution records from between 40 and 50 local county prosecutors will be examined to acquire background information on local criminal justice policies and system operations. This information will provide the backdrop for identifying the determinants of the outcomes of robbery and burglary cases processed in their respective jurisdictions. The survey instruments will elicit information that will form the basis of an adjudication data series designed to answer such policy-relevant questions as—

- What is the effect of determinate sentencing on sentence differentials?
- What are the major factors that lead to case filings?
- How does jail and prison overcrowding affect sentencing decisions?
- What impact do organizational and structural differences have on case outcome?

At present, pilot studies are planned at four sites.

Collection of caseload counts from State Court Administrators' annual reports has been suspended. The last report presenting data from that project was published in October 1984.

## National assessment of juvenile justice data collection efforts

From the efforts of BJS and its predecessor agency over the past 15 years, the Nation is now close to having a comprehensive program describing crime and the adult criminal justice system. However, comparable data are not available on juvenile crime and the juvenile justice system.

During fiscal 1985, BJS and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) entered into an interagency agreement.

A first effort of this interagency agreement was for BJS to assume responsibility for the analysis, publication, and dissemination of data from the Children in Custody series, the periodic surveys of juvenile detention and correctional facilities. BJS and OJJDP will be mutually responsible for selecting topics for analysis and for approval of the final documents. BJS is using its existing in-house procedures and publication process to speed the public release of data from these surveys.

A second component of this cooperative effort is a comprehensive evaluation of existing data sources on juvenile justice and assessment of the need for new data sources where none currently exist. Planning for the evaluation began during fiscal 1985; it will be conducted in fiscal 1986.

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Also during fiscal 1985, discussions began between BJS, OJJDP, and the Census Bureau about the development of sample surveys of incarcerated juveniles, similar to the sample surveys BJS conducts of adults in jails and State prisons. These surveys provide rich data on characteristics of the inmates, offenses for which they are incarcerated, and their criminal histories. If funding is available, detailed methodological development can begin late in fiscal 1986.

### **Federal civil justice data**

In recognition of the importance of the civil component of American law and the impact of civil case backlog on overall criminal justice processing, BJS recently launched a project in the area of Federal civil statistics. The aim of the program is development of a data base that traces the flow of Federal civil cases and describes the interface between different agencies and organizational components involved in civil case processing. Particular attention will be directed toward the volume of case flow and identification of issues that affect successful case processing.

The initial effort will be devoted to development of a complete and detailed schematic describing civil case processing. Data will then be collected and interpreted to formulate a single civil case data base. Analytic reports on relevant topics will be prepared using statistics from the civil data base.

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## New Initiatives

### Quality of criminal history data

To initiate efforts in the area of data quality, a study was undertaken to identify existing legislative standards and user requirements at the Federal and State levels. A roundtable was also convened with representatives of State and local criminal justice agencies to determine the extent of data quality problems as viewed by field personnel. On the basis of this study, a report, *Data quality of criminal history records*, was prepared during fiscal 1985 for release in October 1985. The report, one in the BJS series of analytic reports on criminal justice information policy, describes constitutional, statutory, and case law holdings that affect the duty to collect, use, and disseminate accurate arrest and conviction data. The document also discusses common provisions among State statutes and describes frequently used strategies to improve data accuracy.

Further efforts relating to the data quality initiative included a survey of State data repositories to determine the status of data automation and the extent of data completeness. *State criminal records repositories* (BJS Technical Report, October 1985) was prepared on the basis of the survey. *Crime control and criminal records* (BJS Special Report, October 1985) was prepared during fiscal 1985. It discussed the impact of data resources on new criminal justice strategies (such as career criminal programs and selective incapacitation).

To further emphasize the BJS commitment to data quality, a National Conference on Data Quality was sponsored with speakers representing the Federal justice system,

FBI, and the judiciary, prosecution, and corrections at the State and local levels. The speakers included Deputy Attorney General Lowell Jensen and Assistant Attorney General Lois Haight Herrington. The proceedings of the meeting, which attracted 200 participants, will be published by BJS in mid 1986.

### Comparative international statistics on incarceration

Cross-national comparisons of prison use have shown that incarceration rates are higher in the United States than in most industrialized nations. These studies, however, have not compared prison use to crime rates. BJS has started work that will investigate this relationship.

Much more information is now available on prisons and prisoners, as well as on the flow of persons through the justice system. This information will permit more reliable estimates of incarceration rates in the United States and in other countries. Comparisons will be made among the United States, Great Britain, West Germany, and Canada.

It is anticipated that the results will be presented in a BJS Special Report during fiscal 1986.

## **National recidivism statistics series**

Recidivism has been of particular concern to BJS, the Department of Justice, Congress, and the criminal justice community for the past several years. During fiscal 1985, BJS continued development of an annual national statistical series to systematically measure recidivism.

In fiscal 1983, BJS inaugurated a new National Corrections Reporting Program (NCRP) questionnaire designed to combine the former Prisoner Admissions Report, Prisoner Release Report, Parole Admission Report, and Parole Release Report into a single, integrated reporting system. The NCRP covers adult offenders under the authority of State corrections agencies and tracks offenders up to a point of unconditional release (through discharge or successful completion of conditional release or parole).

Not adequately tracked, however, is further criminal justice activity by those who exit prison. With the help and encouragement of the FBI Identification Division, a program has been designed to link BJS correctional data with FBI criminal-history information and, for the first time, enable BJS to derive a nationally representative sample of persons released from prison, follow this group for several years, and ultimately produce estimates on the incidence, prevalence, and seriousness of subsequent arrests and dispositions.

The prison-release and criminal-history data provide an opportunity to examine the relationship between such factors as age, sentence length, time served, and prior

felony-incarceration history with post-release performance.

A major objective of this effort is to develop for each State an annual report that describes recidivism experiences in that State and to track a national cohort of offenders over time. Also, a national recidivism series will assist in the validation of prediction and classification models used by corrections and parole authorities.

During 1985, FBI criminal-history data were obtained and matched to the parole records of 4,000 persons released from prison in 22 States during 1978. All persons for whom such tracking was performed were between 18 and 22 years old at the time of prison release in 1978. The post-prison rearrest experience of this cohort will be the subject of a report during 1986. In addition, the cohort will continue to be tracked into the future to obtain information on recidivism as the cohort ages.

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# State statistical program

The Bureau's State statistical program has a twofold purpose:

- to enhance the capabilities of the States in developing policy-relevant statistical information to meet their own needs
- to make State-level data available to BJS for national compilations and studies.

Through BJS support, 44 State Statistical Analysis Centers (SACs) for criminal justice have been established over the years, but some no longer exist. They provide—

- statistical services and policy guidance to the Governors, executive branch agencies, legislators, State and local criminal justice agencies, the judiciary, the press, and the public
- data to BJS for statistical compilations and analyses.

"State statistical analysis center"—or SAC—is a generic name. However, many of the agencies responsible for criminal justice statistics and information at the State level have a name other than SAC.

The responsibilities and functions of these agencies vary widely among the States (table 1). Some State agencies have extensive data collection, analysis, and publication programs; others have more limited programs.

The organizational setting of the State agencies also varies. Most are in the Office of the Governor, but SACs may be found in the Office of the Attorney General, the Department of Public Safety, a crime commission, a planning agency, or a public university.

## State statistical program

**Table 1**  
**Functional activities of State**  
**statistical analysis centers**  
**during calendar 1985**

	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	District of Columbia	Florida	Georgia	Hawaii	Idaho	Illinois	Iowa	Kansas	Kentucky
Crime statistics reporting	⊙	⊙	⊙	⊙	⊙	⊙	⊙		⊙		⊙	⊙	⊙	⊙	⊙	⊙	
Legislative study/assistance					⊙	⊙					⊙			⊙	⊙	⊙	
Program evaluation	⊙					⊙		⊙			⊙				⊙	⊙	⊙
Information systems development	⊙				⊙	⊙	⊙		⊙		⊙		⊙	⊙		⊙	
Research	⊙		⊙		⊙	⊙	⊙	⊙	⊙		⊙	⊙	⊙	⊙	⊙	⊙	⊙
Directory	⊙		⊙		⊙	⊙	⊙			⊙	⊙	⊙		⊙	⊙	⊙	
Policy analysis			⊙		⊙	⊙			⊙		⊙		⊙	⊙	⊙	⊙	⊙
Task force support							⊙		⊙		⊙			⊙		⊙	
Analysis of system process					⊙	⊙	⊙				⊙	⊙		⊙	⊙	⊙	
Clearinghouse activities	⊙		⊙		⊙	⊙			⊙	⊙	⊙	⊙		⊙		⊙	⊙
Training														⊙	⊙		
Data file maintenance/update	⊙						⊙					⊙		⊙	⊙	⊙	
Software development														⊙			

Source: Criminal Justice Statistics Association,  
 Computerized Index to Data Sources (CIDS).

⊙	⊙	⊙	⊙	⊙	⊙	⊙		⊙	⊙	⊙	⊙	⊙	Louisiana
	⊙		⊙					⊙	⊙			⊙	Maine
				⊙								⊙	Maryland
							⊙					⊙	Massachusetts
			⊙									⊙	Michigan
			⊙	⊙	⊙	⊙		⊙	⊙		⊙	⊙	Minnesota
			⊙				⊙	⊙				⊙	Mississippi
⊙	⊙					⊙		⊙	⊙	⊙		⊙	Missouri
⊙	⊙			⊙	⊙	⊙	⊙	⊙	⊙	⊙		⊙	Montana
⊙	⊙	⊙	⊙				⊙		⊙			⊙	Nebraska
⊙	⊙		⊙	⊙		⊙		⊙	⊙	⊙		⊙	New Hampshire
⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙		⊙	⊙	New York
	⊙			⊙	⊙	⊙		⊙	⊙		⊙	⊙	North Carolina
⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙		⊙		⊙	⊙	North Dakota
⊙	⊙	⊙		⊙	⊙	⊙		⊙	⊙		⊙	⊙	Ohio
						⊙	⊙	⊙				⊙	Oklahoma
			⊙	⊙	⊙	⊙		⊙			⊙	⊙	Oregon
⊙				⊙	⊙	⊙	⊙		⊙	⊙	⊙	⊙	Pennsylvania
						⊙		⊙				⊙	Puerto Rico
	⊙		⊙		⊙	⊙		⊙	⊙	⊙	⊙	⊙	Rhode Island
			⊙		⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	South Carolina
	⊙	⊙		⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	South Dakota
⊙	⊙		⊙	⊙		⊙		⊙	⊙		⊙	⊙	Utah
	⊙		⊙	⊙	⊙	⊙	⊙		⊙		⊙	⊙	Virginia
⊙	⊙		⊙					⊙	⊙			⊙	Virgin Islands
⊙	⊙		⊙	⊙	⊙			⊙	⊙	⊙			Washington
	⊙		⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	⊙	Wisconsin
			⊙	⊙		⊙		⊙	⊙		⊙	⊙	Wyoming

## State statistical program

The subjects that the State agencies collect data on or otherwise study also vary (see table 2), but some topics stand out as being of particular interest across the States:

<i>Issue</i>	<i>Number of States</i>
Sentencing	27
Police	23
Victims	21
Juvenile delinquency	19
Personnel management issues	19
Overcrowding	19
Jail	18
Probation	16
Recidivism	16
Parole	14
Corrections population projections	11
Child abuse	10
Crime prevention	10
Drunk driving	10
Public attitudes	10
Sexual assault	10
Substance abuse	10
Homicide	9
Pretrial release	9
Risk assessment	9
Alternatives to incarceration	7
Domestic violence	7
Female crime	7
Plea bargaining	7
Rehabilitation	7
Restitution	5

Source: Criminal Justice Statistics Association, Computerized Index to Data Sources (CIDS).

During fiscal 1985, grants and cooperative agreements were awarded to 4 States to continue development of SACs that had been started recently, and partial support was given to established SACs in 26 States, primarily for serving as clearinghouses for criminal justice statistics. BJS also entered into 9 cooperative agreements with individual SACs for specific projects in statistical analysis and research on topics of critical importance to the States.

The Criminal Justice Statistics Association (CJSA), the national organization of SAC Directors, held a national conference on corrections population increases and policy choices for the States. State officials from throughout the Nation participated.

In conjunction with BJS, CJSA also developed and now uses a computerized index to State statistical data sources. This index aims to provide rapid access to recent applied research and statistics in the States. It is updated through an annual survey of State statistical analysis centers. Some results of that survey for calendar 1985 are given in the tables presented here.

In past years BJS has supported development of State Uniform Crime Reporting (UCR) systems in some 40 States to improve the coverage and quality of data submitted to the FBI by local police agencies. During the year, awards were made to 4 States to help them continue effective operation of systems already in place but lacking adequate State funding. Support also was provided for a national UCR conference at the FBI Academy.

An important recent development is analysis by BJS of Offender-Based Transaction Statistics (OBTS) data provided by the States. With OBTS, offenders are tracked through the criminal justice system, from arrest to final disposition. A report, *Tracking offenders: The child victim* (BJS Bulletin, December 1984) was prepared and published during fiscal 1985 using OBTS data from 6 States (California, New York, Ohio, Pennsylvania, Utah, and Virginia). The results of that study are presented in the section of this report titled, "BJS reports on ... Adjudication and sentencing." Additional States are expected to provide data for a report on a different topic to be published in the coming year.

Other reports issued during the year based on data provided by the States to the BJS State Statistical Program were *Sentencing practices in 13 States* (BJS Special Report, October 1984) and *Returning to prison* (BJS Special Report, November 1984).

- The former covered the States of California, Connecticut, Illinois, Iowa, Maryland, Minnesota, New York, North Carolina, Oklahoma, Oregon, Pennsylvania, Washington, and Wyoming.

- The latter report relied on data provided by the District of Columbia and the following States: California, Colorado, Connecticut, Delaware, Georgia, Iowa, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Nebraska, New Jersey, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Washington, and Wisconsin.

- The results of these studies are presented in the sections of this report titled, "BJS reports on ... Adjudication and sentencing" and "BJS reports on ... Recidivism and career criminals."

State statistical program

**Table 2**  
**Issues for which State**  
**statistical analysis centers**  
**produced data**  
**or conducted research,**  
**calendar 1985**

	Alabama	Alaska	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	District of Columbia	Florida *	Georgia	Hawaii	Idaho	Illinois	Iowa	Kansas	Kentucky
Alternatives to incarceration						⊙									⊙		
Child abuse							⊙									⊙	
Corrections population projections						⊙											
Crime prevention														⊙	⊙		⊙
Domestic violence					⊙		⊙										
Drunk driving			⊙	⊙											⊙	⊙	
Female crime (special studies)					⊙												
Homicide (special studies)			⊙	⊙	⊙							⊙					
Jail					⊙									⊙			
Juvenile delinquency					⊙		⊙		⊙				⊙	⊙		⊙	⊙
Personnel/management issues	⊙	⊙			⊙				⊙			⊙		⊙	⊙	⊙	⊙
Overcrowding						⊙	⊙		⊙						⊙	⊙	
Parole						⊙			⊙						⊙		
Plea bargaining												⊙		⊙	⊙		
Police	⊙			⊙	⊙						⊙	⊙	⊙	⊙	⊙		
Pretrial release					⊙	⊙	⊙					⊙		⊙			
Probation					⊙	⊙									⊙	⊙	
Public attitudes						⊙										⊙	⊙
Sexual assault	⊙			⊙								⊙					
Recidivism					⊙	⊙	⊙	⊙	⊙					⊙	⊙		
Rehabilitation					⊙										⊙		
Restitution																	
Risk assessment						⊙		⊙	⊙						⊙		
Sentencing					⊙	⊙	⊙		⊙			⊙		⊙	⊙		
Substance abuse		⊙				⊙					⊙		⊙				
Victims	⊙			⊙	⊙	⊙						⊙		⊙		⊙	⊙

\* Issue oriented projects in criminal justice were not a function performed by the Florida agency during the period.



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# State statistical analysis center (SAC) narratives

This section presents narrative discussions of State statistical activities for the period October 1, 1984, to September 31, 1985.

BJS provides financial support to State criminal justice statistical agencies as described in the preceding section, but many such agencies operate largely without Federal funding. Consequently, many of the activities cited below were accomplished without Federal support. These narratives are included to give an overview of criminal justice policy analyses and data resources available at the State level.

For this section, each State agency was invited to submit a short narrative about its activities. Narratives from the States that responded were edited only for consistency of style.

States and territories that are not listed either had no statistical analysis agency (or its equivalent) during the period or did not submit a narrative. The names, addresses, and telephone numbers of the State officials who supplied the narratives are listed in Appendix A. These officials can be contacted for additional information.

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## State narratives

### Alabama

The most far-reaching project for the Alabama Statistical Analysis Center during fiscal 1984-85 was the Uniform Crime Reports (UCR) Committee. Alabama was one of the first States to act on the Department of Justice's proposed enhancements for the UCR system.

The UCR committee was made up of representatives from small, medium, and large police departments and sheriff's offices; the Alabama Chiefs of Police Association; the Alabama Sheriff's Association; district attorneys; youth services; the Law Enforcement Planning Division; computerized law enforcement agencies; the FBI; and BJS.

The committee was established to review Alabama's existing incident reporting system and to determine whether any changes were needed to make the reports more useful for law enforcement. The Department of Justice's *Blueprint for the Future of the Uniform Crime Reporting Program* was taken into consideration in this review. A proposed reporting instrument was developed and test sites were set up. Fiscal 1985-86 will see fruition of the UCR Committee's efforts.

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## Alaska

In Federal fiscal year 1985, the Justice Center—the research wing of the School of Justice at the University of Alaska, Anchorage—broadened its statistical research capability. The Justice Center was assuming responsibility for operation of the Alaska Statistical Analysis Center (SAC) during this period. During the interim since dissolution of the Alaska Criminal Justice Planning Agency, where it was originally established, the SAC has been under the purview of the Alaska Department of Public Safety.

The Justice Center has acquired the complete Uniform Crime Report (UCR) tapes and it now can provide Alaska with completed nationwide UCR data since 1974. It is in the process of establishing additional data bases related to crime, delinquency, and the administration of justice in Alaska. It has also been actively involved in development and testing of statistical models for forecasting crime and arrest levels and prison populations.

The first phase of a three-part study, funded by the Alaska State Department of Corrections to assess the need for and feasibility of building a maximum security prison on Fire Island, in the Cook Inlet off Anchorage, was conducted during fiscal 1985. This phase of the project involved projection of the prison population of Alaska through the year 2000. Dr. Allen Barnes of the School of Justice and Dr. Richard McCleary of the University of New Mexico conducted the statistical study, using models developed by McCleary in conjunction with Justice Center staff and

administrators of the Alaska State Department of Corrections.

The Justice Center also completed an evaluation in June 1985 for the Alaska State Office of Alcoholism and Drug Abuse on the feasibility of determining the effects of the Alaska Alcohol Local Option Law. An Alaska statute permits rural communities to vote to control the sale and availability of alcohol. This preliminary investigation, which was conducted by Dr. Steven M. Edwards of the Justice Center in conjunction with Dr. Thomas Lonner of the Center for Alcohol and Addiction Studies, University of Alaska, Anchorage, identified data bases for future statistical analysis of the effects of adoption of the local option in village communities.

The Justice Center continued an ongoing data assessment for the Pretrial Services section, Alaska Department of Law, to provide quantitative summaries on the effects of pretrial intervention programs. Statistical findings related to demographic factors, offense records, and success and failure rates of participants in various pretrial programs are being used by the Pretrial Services section to improve management and operational decision-making and to evaluate department efforts in the handling of pretrial services. The Justice Center has been performing these statistical analysis services for the past 3 years and will continue to do so at least through fiscal 1987.

The University of Alaska, Anchorage, has assigned a high priority to upgrading and developing the capacity and utility of the Alaska Statistical Analysis Unit in fiscal 1986 and future years.

### Arizona

During fiscal 1985, the Arizona Statistical Analysis Center (SAC) continued its study of major criminal justice issues in the State. The unit also continued to function as a clearinghouse for crime information and statistics. In this capacity, for example, the SAC responded to a number of inquiries from the media and legislators for explanation and analysis of crime trends. Additionally, as in past years, the SAC was partially responsible for the distribution and interpretation of State Uniform Crime Reporting (UCR) statistics and contributed significant technical and analytical assistance to the compilation the Department of Public Safety's annual report, *Crime in Arizona*.

SAC research was centered largely around the issue of drinking and driving, which, while a dominant concern of the State's criminal justice community, has not received its share of attention from State researchers. Of particular importance, the SAC is conducting a total impact assessment of Arizona's new drunk-driving law and the accompanying crackdown efforts. This investigation has thus far determined the deterrent effect on drinking drivers through 1983 and, with a special grant awarded by BJS in 1985, will evaluate the impact of the new law on the State's criminal justice system. During the past fiscal year, the SAC also completed a study of the deterrent impact of DWI roadblocks used by the Department of Public Safety.

Finally, the SAC provided State legislators with a research paper discussing reasons for the recent decrease in crime as measured by State and Federal crime statistics. This paper reviewed ecological, economic, and sociological theories of crime and the possible contribution of each to the drop in crime. More specifically, the mechanisms of deterrence and incapacitation and their connection with adequate criminal justice system funding were cited as likely short-term influences on the current trends. The paper apparently was used to support policy decisions in the areas of prison reform and agency funding.

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## Arkansas

### *Crime In Arkansas 1984*

This annual report provides an overview of crime based on statistics submitted by law enforcement agencies as a part of the Uniform Crime Reporting Program. It includes the number of arrests and incidents known and reported by law enforcement agencies, but it does not include data on prosecution, adjudication, or corrections.

### *Rape In Arkansas 1984*

This annual report is based on the Uniform Crime Reporting Program and includes a statewide summary of supplemental information, including victim and offender data, time/place of occurrence, weapon used, and victim/offender relationship.

### *Arkansas Crime Poll 1984*

A survey questionnaire was mailed to a random sample of 1500 citizens from all 75 counties. It requested their views on (1) the effectiveness of criminal justice, (2) fear of crime, (3) punishment, (4) crime events during the previous year, (5) selected current issues, and (6) Arkansas residents' perception of problems within the community.

Of the 759 respondents—

- 81% felt that rulings by the courts had hindered the police in their efforts to control crime.
- 62% felt that they would be a victim of crime within the next year.
- 91% support the death sentence for at least one type of crime.
- 46% had been a victim of crime.
- 54% were in favor of allowing conjugal visits for inmates who have good behavior records.
- 26% felt stiffer punishment and penalties are the solution to crime.

## California

The Bureau of Criminal Statistics (BCS), of the California Attorney General's Office, is statutorily mandated to compile, analyze, and publish data on crimes, criminals, and the criminal justice system. The following is a summary of the major projects, activities, and accomplishments that have contributed to development of criminal justice law and policy in California.

### *Special requests program*

Each year, BCS answers more than 2500 requests for statistical information from the Governor, Legislature, other State and Federal agencies, researchers, and the public. These range from providing individual crime statistics to literature searches, special computer runs, and extensive analysis of BCS and other data.

### *Publications program*

BCS published approximately 15 reports during the year, including: *Outlooks*, brief, single-issue, statistical publications on topics of special interest; *Annual Reports* on crime and delinquency, disposition of adult felony arrests, the juvenile justice system, and homicide; *Special Reports* on issues such as tracking juvenile recidivists and the proceedings of a major conference; and a *FOCUS*, describing the findings of a major research project.

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*Adult criminal justice statistical system  
(ACJSS) longitudinal file*

This data system, implemented in May 1985, is a powerful tool for studying the California criminal justice system. The longitudinal file contains the entire criminal histories (e.g., previous arrests, convictions) of offenders whose first arrest occurred on or after January 1, 1973. The data base is continually updated to reflect an offender's involvement with the justice system. Selected cohorts of arrestees can be drawn from the file for special studies, such as recidivism rates and the characteristics and patterns of specific groups of offenders.

*California Attorney General's criminal  
justice fellowship program*

The California Attorney General initiated an ongoing program to fund 1-year research projects undertaken by doctoral candidates and postdoctoral research fellows in the field of criminal justice. The goal of the program is to accomplish greater and more sophisticated analysis of the data collected by BCS, by working more closely with the academic community and allied practitioner agencies. First-year projects included studies of the impact of Proposition 8, "The California Victim's Bill of Rights," plea bargaining practices, and the disposition of felony cases. The findings were summarized in a widely distributed publication and were highlighted by articles in several major newspapers.

*Crime conference '85*

The California Attorney General sponsored a 2-day conference addressing the question "Why is Crime Down?", as the previous 4-year decline in reported crime suggested. Many of the most notable criminologists in the country were assembled, along with legislators, practitioners, and media representatives. The conference provided a forum for dialog on current criminal justice research and significant policy implications. Proceedings of the conference were published in fall 1985.

## Colorado

### *Felony court cases data base*

This data base consists of a 20% sample of cases filed in district criminal courts from 1979 to June 1985. Data are collected on the offender (age, sex, education, employment, drug and alcohol abuse, mental health needs, criminal history); on the offense at filing and at conviction (type, felony class, number of offenses charged, number of offenses convicted); and the disposition (dismissed, guilty plea, deferred prosecution or sentence, type of sentence, length of sentence, fees or fines imposed, restitution, recidivism). These data were used to provide information to the legislature, the Governor's office, the Judicial Department, and other users of criminal justice data.

The types of analysis done include the following:

- a description of criminal court filing patterns by volume, type, and region
- a description of criminal court sentencing practices including plea bargaining; number of convictions; sentences to prison, community corrections, probation; changes in type of offenses filed; type of offender; and type and length of sentence imposed
- an analysis of felony filings, convictions, and court dispositions to assess effectiveness of the criminal justice system, to monitor implementation of new policies or legislation, and to estimate the impact of policies and legislation.

There is no other research data base of criminal justice information available in the State. All other data bases, such as Judicial, CBI, PROMIS, and DOC, are designed for administrative purposes and not for research on problems in the criminal justice system.

### *Survey of Colorado citizens, criminal justice officials, legislators, and legislative candidates*

Respondents were questioned about their attitudes toward crime, fear of crime, crime prevention measures, victimization, and sentencing and their assessment of criminal justice/law enforcement agencies. The findings reflected public support for community placement of first-time and non-violent felons.

### *Survey of prison population*

Data were used for implementation of the NIC Classification System in the Department of Corrections. Also, an updated risk and custody profile of DOC inmates was prepared. It was found that inmate population can be safely housed at a lower custody level than currently held and that the low risk assessment model classifies about 60% of the inmate population as good risks for parole or community placement. This model is proving to have one of the highest predictive accuracy rates of models currently in use.

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## Connecticut

The Connecticut Statistical Analysis Center (SAC) is located within the Justice Planning Division of the Connecticut Office of Policy and Management. Connecticut's SAC has conducted or provided assistance for a number of projects during the past year that included but were not limited to a brief report on criminal justice expenditures within the State, an analysis of felony case processing, a study of the nature and extent of family violence within the State, and a report on the State of Connecticut's criminal justice system from 1980 through 1985.

Products of the family violence study were—

- a report documenting the number of instances of reported family violence, the type of incidents and victims involved, and the current response of both the criminal justice system and social services agencies to this problem. The report also provides estimates of the actual level of family violence in Connecticut compared to the reported level.
- family violence social service directory showing the extent and types of services available throughout the State to assist victims and in some cases perpetrators.

In September 1985, the Governor of Connecticut accepted the primary recommendation of the study and named a task force to investigate the problem further. The task force work is now nearly complete and recommendations requiring appropriations will as far as possible be included in the Governor's budget proposal to the Connecticut Legislature.

Support was also provided to the Connecticut Prison and Jail Overcrowding Commission in the form of analysis to—

- determine the rationale for low cash bonds rather than release on recognizance in certain cases
- measure the impact of recent felony case processing and sentencing practices on prison and jail overcrowding
- update projections of prison and jail populations with a computer simulation model of Connecticut's criminal justice system.

## Delaware

During Federal fiscal year 1985, the Delaware Statistical Analysis Center produced three major studies—

*Time Served in Prison* was a three-part study that examined the time served by all persons released in calendar years 1980-82 by the length of sentence, type of offense, and method of release. This provides one significant part of the equation in predicting future prison population in the State.

*Recidivism in Delaware* examined, for the first time, the rearrest of persons released from prison. The report found that there was no difference in rearrest rates whether or not the release was unconditional or conditional, that maximum arrests occurred in the first 90 days (the period of initial readjustment), and that property offenders were rearrested at a much higher rate than violent offenders.

*Lifers in Delaware* described the costs to be incurred by the State in keeping the existing lifer populations plus the forecasted lifer population input in the next decade until these populations either are released or expire. Several scenarios of inflation rate, parole rate, and life expectancy are included. Under existing conditions the population of lifers will almost double to 438 in 10 years. The cost to keep this population will be \$523 million.

## District of Columbia

The District's Statistical Analysis Center (SAC) is a unit within the Office of Criminal Justice Plans and Analysis (OCJPA). This office provides staff support in the criminal justice area to the Mayor, the City Administrator/Deputy Mayor for Operations, and the Director of the Office of Policy and Program Evaluation. Staff support functions include analyzing criminal justice issues; gathering and compiling information and data from operating agencies; preparing written reports and studies; developing legislation; and drafting government rules, regulations, and executive orders.

The District's SAC is responsible for preparing and disseminating a statistical report on crime and arrest trends in the District of Columbia. It serves as a criminal justice information clearinghouse for the District of Columbia, and it prepares special studies and conducts ongoing research relating primarily to correlates of crime and descriptions of the offender population. It is also involved in the development of an automated criminal justice management information system and provides technical assistance to other agencies in helping to improve data analysis capabilities.

Over the past year, SAC accomplishments included the following:

- a special parole report accompanied by several studies which resulted in the development of empirically based parole decision-making guidelines
- completion of a crime and arrest statistical update for the District of Columbia
- assistance in the development of the first phase of the District's criminal justice automated information system.

In future months, OCJPA and its SAC will provide data to facilitate mayoral policy discussions on justice issues. The SAC will also focus on answering questions about the District's corrections population, justice decision patterns, and recidivism.

## Florida

With the support of the Florida Legislature and BJS, the Florida Department of Law Enforcement (FDLE) made a commitment during the past year to improve and expand on its ability to capture data on the nature and extent of crime and criminal justice activities in Florida. The FDLE has been a forerunner in the areas of Computerized Criminal History (CCH) records and Uniform Crime Reporting (UCR) data for the past 15 years. The need was recognized to improve these programs as well as to expand the FDLE's ability to perform statistical analysis of the activities of the entire criminal justice system.

Two major accomplishments during the past year have laid the groundwork to meet these needs. First, the Governor and Legislature gave the support and authorization needed to enable FDLE to apply for BJS funding to institute a Statistical Analysis Center (SAC). FDLE received a SAC grant from BJS that provides for formation of the SAC on January 1, 1986. The unit will exist within FDLE's Criminal Justice Information Systems Division and will be a resource available to local, State, and Federal users of crime and criminal justice data.

A second major task that FDLE has undertaken, with mandates from the 1985 Florida Legislature, is a major revamping of the method of reporting criminal justice data in Florida. FDLE is developing state-wide uniform offense, arrest, and disposition report forms that will provide the basis of a new UCR program, an Offender-Based Transaction Statistics System, and improvements in the CCH records beginning in

January 1987. The SAC will be responsible for analyzing these data systems, assimilating other data bases with FDLE's data bases, and generating meaningful reports to users of the data.

The 1985 Legislature also authorized FDLE to develop a plan for an Automated Fingerprint Identification System (AFIS) which would improve CCH data dramatically as well as provide the best investigative tool to law enforcement in many years. FDLE continues to maintain and improve other program services available to appropriate local, State, and Federal users of criminal justice information: the Missing Children Information Clearinghouse (MCIC); Florida Crime Information Center (FCIC); and the Florida Intelligence Center (FIC).

## Hawaii

### *Criminal justice information system (CJIS)*

The State has embarked on a project to develop a well functioning, integrated criminal justice information system by improving and building upon that which is already in existence for the short term and at the same time to examine its directions and design strategies for the long term through establishment of a Criminal Justice Data Interagency Board.

### *Juvenile justice information system (JJIS)*

As part of the continuing project undertaken by the Juvenile Justice Interagency Board to develop a juvenile justice information system for the State, studies have been completed defining all the data elements to be included in the proposed system as well as defining any legal requirements such a system will entail.

### *Electronic fund transfer (EFT) crimes report*

As part of a grant from BJS, a study was undertaken to assess the nature and volume of electronic fund transfer crimes in Hawaii, and it was found that such crimes are not yet a major problem in Hawaii.

### *Hawaii judicial information system (HAJIS)*

An automated transfer of information between the Hawaii Judicial Information System (HAJIS) and Offender-Based Transaction Statistics (OBTS/CCH) was

implemented in order to capture court disposition data required to maintain complete and accurate criminal-history information.

### *Management and administrative statistics (MAS) report*

This report presents the resources of criminal justice agencies in Hawaii for the purpose of assisting Federal, State, and local criminal justice administrations in evaluating agency performance and to assist in decision making.

### *Recidivism study*

This study tracked prisoners released from prison in 1978 and 1979 until 1984 to examine the characteristics of recidivists in order to provide a basis for predicting recidivism prior to the release of prisoners.

### *Penal summons*

Implementation of Act 119, Session Laws of Hawaii, 1985, which allows for the entry of penal summons cases into the OBTS/CCH system to reflect more accurate and complete criminal-history record information.

### *Acts 208-209, Session Laws of Hawaii, 1985, relating to criminal records clearance*

The purpose of these acts is to require criminal-history record checks for all operators, staff or employees, or prospective employees of child care, detention, and correction/treatment facilities in the State. The acts conform to the requirements of Public Law 98-473 and Public Law 92-544.

## Idaho

Activities during the period included—

- production of a statistical summary of drug enforcement activity by the Department of Law Enforcement, including types and amounts of drugs seized during enforcement activities, estimated street value of drugs, value of property seized as allowed by Idaho statute, and number and type of arrests. This information is used in law enforcement planning by the department and as a source of information for the Governor and the legislature.
- production of an analysis of Uniform Crime Reporting (UCR) data collected by that program. Results are published yearly in *Crime in Idaho*. Information is used by a variety of government agencies and educational institutions.
- production of a one-time report, based on a survey, of the statistical crime analysis electronic data processing capabilities of 10 local jurisdictions in Idaho. This information has been and is being used as the basis of recommendations to the Idaho Criminal Justice Council for training of local officers.

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## Illinois

The Illinois Criminal Justice Information Authority undertook numerous statistical and information systems projects during Federal fiscal year 1985. These projects can be generally classified into three categories as follows: research and statistical analysis, management operations analysis, and information systems development. Highlights of each primary program area are given below.

### *Research and statistical analysis*

The agency's Information Resource Center, a clearinghouse of criminal justice information, greatly expanded its capabilities by utilizing graduate student interns and by developing new data management techniques. The number of information requests handled nearly doubled from the previous fiscal year.

Under a Federal cooperative agreement, the Spatial and Temporal Analysis of Crime Project was initiated. The goal of this project is to develop and implement an automatic system for detecting patterns of crime using geographic and time data. This system is being designed as a tactical tool for deployment of police devices and as a hypothesis-generating device that will suggest to investigators links between crimes which might otherwise be overlooked.

The Police Information Management Systems (PIMS) Mapping Project is designed to produce computerized maps which display crime data and assist police management in strategic and tactical resource

allocation. Although map production is still in the development stage, seven law enforcement departments are currently utilizing these maps.

The primary goal of the agency's Pretrial Decision Project is to describe the pretrial process in the Circuit Court of Cook County and assess the quality and availability of information pertaining to bail decisions. This project is one part of the State's larger effort to improve the criminal justice decision making process by making available more accurate and complete criminal-history information.

Originally supported by a 1-year Federal grant, the Repeat Offender Project has become a 3-year study of approximately 700 serious offenders in Illinois. The primary goal of the project is to determine the volume and type of contacts the offenders have with the criminal justice system after being released. Preliminary findings have recently been published.

A study has been initiated to determine whether, by advanced prediction models, it is possible to accurately predict 1 month or 1 year ahead, the number of Index robberies, larcenies, burglaries, and aggravated assaults occurring in specific Illinois jurisdictions using advanced prediction models.

Over the past 4 years the agency has developed the capability of analyzing patterns of change over time in crime data. This capability has been thoroughly documented and has recently been applied to determine the relationship between homicides and the change of Chicago's population over a 17-year period.

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## State narratives

### *Management operations analysis*

An annual audit of the State's central repository for criminal-history records was conducted. Findings from this audit are currently being used to assist in the redesign of the Department of State Police's computerized criminal-history system.

The Uniform Disposition Reporting Project is an ongoing project designed to assure full implementation of the Uniform Disposition Reporting (UDR) Act and to assist in the resolution of any policy or procedural issues associated with the reporting of criminal-history information.

Also in progress is the Juvenile Justice Information Policy Project. This project is designed to evaluate how current policies and procedures affect the ability of criminal justice agencies to collect, manage, and disseminate information about juveniles.

A project was undertaken to document and assess the problems associated with identifying and processing serious repeat offenders in Illinois. This study was conducted in support of the Federal Justice Assistance Act program in Illinois.

### *Information systems development*

The Police Information Management System (PIMS) is an automated system for the collection and maintenance of law enforcement records, which also assists investigators in analyzing crimes. During this time period, more than a dozen departments have joined the PIMS network, and system enhancements were developed which greatly expand the system's capabilities.

The Correctional Institution Management Information System (CIMIS), which provides online booking, inmate tracking and scheduling, facility utilization reports, and management reports, continues to develop and implement system enhancements.

The Rapid Automated Prosecution System (RAPS), originally designed to support all aspects of felony prosecution in the Cook County State's Attorney's office, is currently being redesigned for implementation in jurisdictions statewide. The system will support case tracking and scheduling, as well as document production including informations, motions, orders, subpoenae, victim/witness letters, and a wide range of management reports.

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## Iowa

Iowa remained the only State to annually collect and analyze data pertaining to law enforcement management issues, including salaries, budgets, manpower, equipment, and unionization. These projects are done in conjunction with the Iowa State Sheriffs' and Deputies' Association and the Iowa Association of Chiefs of Police and Peace Officers, Inc. Further law enforcement research was begun pertaining to the adequacy of law enforcement training in Iowa.

The Iowa SAC during fiscal 1985 also began collection and analysis of statewide sentencing data in Iowa, and was made the collection point for monthly sentencing and disposition data beginning in July 1985. Specific work was devoted to determining the outcome of cases of driving while intoxicated, including analysis to determine how much time drunken drivers are actually spending in local jails and holding facilities following arrest and/or conviction.

Iowa continued its refinement of tools for offender risk assessment in 1985, as well, and provided assistance to a number of other States in modifying the Iowa Risk Assessment tool for use in other jurisdictions.

## Kansas

The Kansas Bureau of Investigation is the "central repository" for an extensive amount of information concerning justice activities in the State. The Statistical Analysis Center (SAC), consisting of 11 people, is the component of the bureau responsible for data and information system development, research and statistical activities, and publication of reports from these data sets.

Three major programs recently developed are—

- an Incident-Based Reporting System which allows the collection of standardized crime data on offenses occurring in specific jurisdictions
- the State Juvenile Justice Information System which receives data from justice entities on juveniles, both as victims and offenders
- the State Missing Persons System.

Other SAC programs include data sets on justice systems employment and expenditures, probation, the Justice System Directory, traffic safety and law enforcement officers killed or assaulted, and a number of statistical reports and special studies including:

*Quarterly Crime Statistics*  
*Crime in Kansas* (annual report)  
*Juvenile Justice* (annual report)  
*Missing Children Bulletin*  
*Justice Systems Employment and Expenditure*  
*Justice System Directory*  
*Highway Traffic Safety*

The SAC also attempts to respond to requests for justice system data and continually works with other justice system members to elevate all data to a usable level for persons in Kansas. Finally, training in mandatory reporting procedures is provided by SAC staff.

## Kentucky

Since September 1984, the Kentucky Criminal Statistical Analysis Center (SAC), funded by a BJS grant, has been housed in the Attorney General's Office and operated by the Urban Studies Center. (USC is the policy research component of the College of Urban and Public Affairs at the University of Louisville.) It was assumed such a State government-university partnership would be more efficient than developing the necessary research expertise and capabilities within the Office of the Attorney General. Thus, the Honorable David L. Armstrong (Kentucky Attorney General) provides policy guidance, and the University of Louisville research center, in cooperation with faculty from other Kentucky universities, conducts and disseminates the research. Additionally, a SAC Steering Committee, composed of representatives from a variety of agencies that deal with criminal justice issues, advises the Attorney General on research matters in the Commonwealth.

The Kentucky SAC's first full year of operation has been productive, with six major studies completed:

*Persistent Felony Offenders in Kentucky:*

*A Profile of the Institutional Population,*  
by Dr. Deborah G. Wilson

*Child Abuse and Neglect in Kentucky:*

*1978-1984,* by Dr. Gordon Bonham

*The Aftermath of Criminal Victimization:*

*A Statewide Survey,* by Dr. Knowlton Johnson, Dr. Gary Sykes, and Ned Snow

*An Offender-Based Tracking System Study of Three Judicial Districts in the Commonwealth of Kentucky,* by Dr. Gennaro Vito and Jack Ellis

*A Data Inventory of Kentucky's Criminal Justice Agencies,* by Jack Ellis

*Strengthening Kentucky's Capacity to Produce Criminal Justice Statistical Information: A Needs-Use Assessment,* by Dr. Knowlton Johnson, Linda Burgess, and Sherry Hutchinson.

The results of these studies have been disseminated in a variety of ways. In August 1985, the SAC held a 2-day statewide conference featuring panel discussions of the preliminary results from each study for nearly 100 decision-makers from agencies across the State. In October and November, detailed results of the Persistent Felony Offenders and OBTS studies were also presented to various legislative and policy-making groups. The six final reports were released in December, along with a SAC research bulletin highlighting the results of the statewide victim study.

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## State narratives

The Kentucky SAC plans for 1986 include—

- conducting a followup study of the 557 randomly selected citizens who participated in the 1985 crime survey
- conducting a randomized social policy experiment that tests the impact of a SAC affiliate program on the use of statistical information
- expanding the persistent felony study by comparing this group of inmates with a control group from the general prison population
- conducting a child abuse disposition study
- developing an OBTS plan for computerizing criminal justice statistics in Kentucky
- conducting agency-requested studies (to include an inmate population projections study, an analysis of arson data, an examination of the capital punishment issue in Kentucky, and an examination of probable causes case data for developing police training material).

## Louisiana

The Louisiana Statistical Analysis Center (SAC), a division of the Louisiana Commission on Law Enforcement, was the first such organization funded under the Federal Comprehensive Data Systems program. Since its establishment in 1975, the mission of SAC has undergone significant evolution: from a statistical information reporting agency in the early years, to the policy directed research and technical assistance organization it is today. Statistical research remains the primary tool at SAC, but its use is more clearly focused on critical policy issues confronting State and local criminal justice systems in Louisiana.

In 1984 and 1985, SAC efforts focused on the largest single problem confronting the State's criminal justice policy makers: the crisis in the State's prisons and jails. Louisiana has one of the most severely crowded State and local correctional systems in the Nation, a condition clearly reflected by the backlog of 3000 State prisoners in local facilities, and the fact that all parish prisons and major city jails as well as the State institutions are currently operating under Federal Court Orders. The problem is rendered more complex by the severe fiscal crisis confronting the State. Fiscal considerations cannot be the sole criteria when the safety of the public is involved; however, a correctional budget which had grown by nearly 600% in 10 years seemed to indicate a system out of control, especially when the State is entering a period of fiscal scarcity. SAC was assigned to support the work of the Governor's Prison Overcrowding Policy Task Force in dealing with this issue.

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It was the desire of the Task Force to fashion legislation, based on solid empirical evidence, which would make the State's correctional system more cost efficient while still providing a high level of public safety. The SAC research effort uncovered a number of promising policy options. These include—

- Reserving State prison beds for serious, violent, or high-risk offenders who should be incapacitated for substantial periods of time
- Placing less dangerous offenders in less expensive local facilities on a contract basis
- Improving the State probation system by limiting each officer's caseload to a point where adequate supervision can be maintained to ensure public safety
- Helping to defray the cost of crime by requiring offenders to pay supervision fees and make restitution to their victims and the community at large
- Providing offender risk information to judges at the time of sentencing
- Providing offender risk information to the Parole Board to aid in parole decision making.

Most of these policy options have already been enacted into law or policy, and all remaining options are being considered by the Task Force for submittal to the legislature during the 1986 Regular Session.

SAC is also deeply involved in the implementation of these programs. Development of both sentencing and parole-level risk-assessment instruments is underway. Further, a correctional policy simulation model has been developed that enables SAC to provide information on the costs, con-

struction, and programmatic changes associated with all major sentencing or correctional law reforms which may be proposed. Concurrently, SAC has entered into a joint project with the Law Institute of the Louisiana State University Law Center to revise and simplify the State's sentencing and correctional laws. As a result, State policy makers will have available the information needed to avoid a prison/correctional cost crisis in the future.

SAC's contributions to the correctional body of knowledge are of great importance in determining effective and efficient criminal justice policy in Louisiana.

### Maine

The Maine Criminal Justice Data Center has been active in the planning and implementation of two criminal justice information systems—one for the Department of Corrections and one for the Administrative Office of the Courts. The role of the Data Center in each of these projects has been to provide technical assistance and guidance on how each system should be designed in order to allow information to flow between these two components of the criminal justice system.

The correctional informational system in particular has been designed to incorporate all the required and "desired" data elements for participation in the Offender-Based Transactional Statistics (OBTS) Program as well as the National Corrections Reporting Program. BJS uses data from these State-level programs for national reports.

The Data Center has worked with both the courts and the police to implement their portions of the OBTS system. It is possible that these efforts might come to fruition in 1986 as the criminal justice community is unified in its support for OBTS.

The Data Center has produced several documents which have received good reviews in Maine. The *Directory of Criminal Justice Practitioners* and the *Juvenile Crime Data Book* are used by various committees. The *Adult Crime Data Book* (due for publication in January 1986) is already being requested.

Finally, the Data Center works closely with the Uniform Crime Reporting Division of the Department of Public Safety in assisting with their *Crime in Maine* publication and their 5-year *Municipal Crime Analysis* reports. The Data Center and the Uniform Crime Reporting Division are soon to publish an extensive analysis of crime patterns in Maine covering the years 1976 through 1985.

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## Maryland

Governor Harry Hughes directed the Statistical Analysis Center (SAC) to assist other State agencies in the analysis of these issues of vital concern to policy makers in the State of Maryland: prison overcrowding, mentally ill offenders, and the cost of the death penalty. Working with representatives of all branches of government, reports were prepared on each of these topics and recommendations were made for the resolution of the problems of prison overcrowding and the handling of mentally ill offenders.

### *Prison overcrowding*

The SAC provided statistical and analytical support for a comprehensive analysis of the current and expected level and sources of overcrowding of Maryland's prison system. This analysis provided the basis for the development of recommendations for executive, judicial, and legislative changes to reduce overcrowding without endangering public safety. This report was approved by the Governor and has prompted a major effort to reduce overcrowding, to improve inmate programming, and to renovate existing institutions.

### *Mentally ill offenders*

In response to assertions by correctional administrators that the number of mentally ill offenders in prison and jails was increasing, the SAC prepared a report documenting the extent of this problem and making recommendations to improve the handling

of these offenders. The report established the scope of the problem in Maryland, recommended changes in legislation and in policies and procedures, and proposed a way to monitor progress in solving the problems identified in the report. Many of these recommendations have been implemented and the monitoring mechanism recommended by the report has been activated.

### *Cost of death penalty*

At the request of General Assembly, the SAC conducted a study of the prosecution, defense, and court costs associated with the conduct of a death penalty case. Through a review of a sample of death penalty cases recently tried in Maryland, estimates of the trial costs were developed and reviewed with all interested parties. A report was prepared for the General Assembly's deliberations of this topic during its 1986 session.

In sum, the Maryland Justice Analysis Center continues to be centrally involved in the consideration of the major criminal justice policy issues facing the State. By providing relevant statistical data, analysis skills, and substantive expertise, the MJAC is able to encourage informed and rational consideration of the problems being considered by all branches of government.

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## State narratives

### Massachusetts

The Massachusetts Committee on Criminal Justice (MCCJ), which houses the SAC, has two broad statutory mandates: to administer Federal law enforcement grants and to advise the Governor on the full range of criminal justice issues confronting the Commonwealth.

Since 1983, the MCCJ has been active in the analysis, formulation, implementation, and coordination of criminal justice policies and programs. The agency's executive director and staff have fulfilled this mission by functioning as executive director and staff to the Governor's Statewide Anti-Crime Council, which was created by Governor Dukakis' executive order in February 1983. The council is composed of some 40 leaders or representatives of every segment of the criminal justice system in Massachusetts. The Governor chairs monthly meetings of the council to review and advise him on specific crime-fighting initiatives.

The MCCJ/Anti-Crime Council staff has worked on a wide variety of issues and measures addressed by the Governor and the council, ranging from prison overcrowding to child abuse reporting; from sentencing reform to the uses of high technology in controlling crime; and from drunk driving to domestic violence. Work on these initiatives required surveying and researching programs in Massachusetts as well as in other

States; serving as a clearinghouse for the identification and circulation of studies and reports and/or performing independent statistical analyses; and facilitating or monitoring the implementation of new measures.

In 1985, the Governor also designated the MCCJ as the agency to administer the Federal Justice Assistance Act of 1984 in Massachusetts.

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## Michigan

The Michigan Statistical Analysis Center (SAC) had a year of changing personnel in 1984-85. The SAC received a large number of requests for State and local data and for graphical presentation of data. In all cases the SAC responded with the most recent information available, obtaining some directly from the source whenever possible.

The most frequently used sources are Michigan's *Uniform Crime Reports*, the Department of Corrections' *Annual Statistical Summary*, the Supreme Court Administrator's Office and Office of Criminal Justice Juvenile Detention's *Monitoring Data for 1984*, which is now computerized. The SAC supported the *Secondary Road Patrol Report* and the *Justice Training Act Report*.

The SAC computer processed all grant monies under the Juvenile Justice and Delinquency Prevention Act of 1974 as amended, all Secondary Road Patrol grants, and all Justice Training Act grants, in addition to retention of statistics on 1984 juvenile detention in jails, lockups, and detention homes.

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## State narratives

### Minnesota

During 1985 the Minnesota Statistical Analysis Center, which is part of the State Planning Agency, made major contributions to criminal justice policy making in the State.

The Statistical Analysis Center (SAC)—

- completed an analysis of Minnesota's juvenile court that examined dispositions given, the legal representation of juveniles, and the referring of juveniles to adult court. The information gained is proving to be a valuable resource in the current debate over revision of the State's juvenile code.
- carried out a thorough analysis of adult felony cases that assessed current sentencing practices and their impact on the State's jails and prisons. The study led to recommendations on extending sentencing guidelines to jail terms when they are a condition of a stayed sentence. Other recommendations concerned reducing bias in the sentencing of minority race offenders.
- began a project that will try to forecast the future of criminal justice in Minnesota through the year 2010. The project will identify counties and cities likely to have especially large crime increases. The forecasts will help the State plan for future service and institution needs.
- responded to hundreds of requests from State and local criminal justice agencies for technical assistance, statistics, and library materials. A large computer data base was set up to give immediate access to all of the State's major criminal statistics.

- reviewed criminal justice legislation proposed by other State departments. As part of the State Planning Agency's responsibility to monitor legislation, numerous legislative committee hearings were attended.

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## Mississippi

The Mississippi Statistical Analysis Center (MSAC) is a function of The Governor's Office of Criminal Justice Planning. MSAC serves as a clearinghouse for criminal justice information and statistics in the State. To assist in this activity, MSAC maintains a file of statistical reports, criminal justice newsletters, and other publications from numerous Federal and State agencies in addition to nongovernmental sources. MSAC also attempts to maintain a current list of names, addresses, and telephone numbers of various criminal justice sources in order to refer inquiries to the most appropriate parties.

The MSAC also provides analytical support for both The Office of Criminal Justice Planning and The Board on Law Enforcement Officer Standards and Training. Assistance in the area of data collection and analysis, needs assessment, and task analysis have been provided on a regular basis.

The MSAC annually publishes *Crime in Mississippi*, which presents a variety of crime statistics for the State. In addition, MSAC will soon be publishing a quarterly newsletter focusing on the individual components of the criminal justice system. Surveys conducted throughout the year provide the basic information for the newsletter. Much of this data is not readily available from any other single source in the State. It is therefore, believed that the

publication can be beneficial as well as informative to administrators, planners, and researchers throughout the criminal justice community.

In conducting its activities, MSAC tries to maintain a close working relationship with the Bureau of Justice Statistics, many national criminal justice associations, and State and local agencies.

## Missouri

The following are major work accomplishments of the Missouri Statistical Analysis Center (SAC) from October 1, 1984, through September 30, 1985:

- The Missouri SAC developed and published a set of standardized reports designed to assist public officials in identifying the traffic safety and criminal justice problems which confront the State. During this period the following major publications were produced and disseminated to Federal, State, and local authorities:

*1983 Missouri Crime and Arrest Digest*  
*1983 Missouri Law Enforcement Employment and Assault Report*  
*1982 Missouri Law Enforcement Employment and Assault Report*  
*Highway Safety Problem Analysis Manual.*

- The Missouri SAC completed an extensive formal research project designed to identify confinement policies and practices associated with preadjudicated juveniles in the State to identify the probable effects of eliminating the practice of detaining preadjudicated juveniles in an adult facility or lockup and to evaluate alternative detention mechanisms. The results of this research were used by Missouri juvenile justice authorities to implement legislation which precludes the confining of such juveniles in adult facilities.

- The Missouri SAC processed a total of 381 traffic safety and criminal justice related requests for studies, reports, and SAC library publications for Federal, State, and local authorities. Criminal justice related studies completed included conducting surveys of Missouri criminal justice authorities to assist in the evaluation of proposed legislation as well as the development of a comprehensive Justice Assistance Act Block Grant Program for the State. Studies were also completed to assist criminal justice authorities in the development of internal policies and programs to increase their effectiveness and efficiency in addressing Missouri's traffic safety and crime problems.

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## Montana

### *Law enforcement training*

Montana's attorney general, Mike Greely, requested the Montana Board of Crime Control (MBCC) to conduct an assessment of how well the Montana Law Enforcement Academy was fulfilling the training needs of the State's law enforcement agencies. As a result of this assessment and its recommendations, the attorney general has appointed a committee to guide a reorganization of the academy and to implement changes for facility improvement policies and procedures and improvement of the quality and content of the curriculum offered.

### *Local jails*

The status, condition, and size of Montana's local jails and the related increase of jail liabilities and litigation prompted the Montana Board of Crime Control (MBCC) to form a study group to address the jail situation.

A study of local jail conditions and their operation was conducted and an analysis made of the results. The results of this study prompted the passing of a major piece of legislation which allows for alternative methods of operation and financing for new jail facilities.

Based on the work of the jail study group, the State UCR program is being revised to collect additional jail inmate data to accommodate the planning needs of local jail administrators, and an effort is being considered to recodify all Montana jail statutes.

## Nebraska

### *Offender-Based Transaction Statistics (OBTS)*

Nebraska began participating in the OBTS program in August 1985. The OBTS program tracks a felony offender through the Nebraska criminal justice system. This program is intended to fulfill the urgent need for comprehensive and detailed information about what happens between arrest and final disposition. An OBTS record consists of selected facts about an arrested offender and the actions taken by the police, prosecutor, and courts. The sum of these activities for all adult offenders handled by the States can provide a national, as well as statewide, description of the administration of adult criminal justice in terms of the flow of offenders through the system and the time intervals between various events.

### *Assaults on law enforcement officers survey*

The risk of physical confrontation has always been a hazard of the work performed by law enforcement officers. Because of the nature of an officer's duties and responsibilities, exposure to violence by persons resisting arrest or numerous other reasons is presumable. Since officers are bound by duty to become involved in potentially harmful situations, legislators have traditionally extended special protection through enhanced penalties for assaulting officers while they are performing their duties. When a new State criminal code was enacted in 1978, the separate statutory offense of assaulting a law enforcement officer was deleted.

In 1981 the Nebraska State Crime Commission conducted a study on assaults on law enforcement officers in Nebraska. This study concluded that assaults on an officer were becoming "a casual offense" in Nebraska; because of this conclusion, Nebraska Statute 28-929 was passed to protect officers from assaults.

The followup study had similar results and recommended stronger support of existing statutes pertaining to assaults on law enforcement officers.

### *Jailer job task analysis survey*

A jailer job task analysis survey was sent out to approximately 300 jailers in the State. The survey was done to collect facts regarding the task of persons employed in a jail and what abilities must be possessed to do the job adequately. The results of the survey will form the factual basis for developing training material for Nebraska jail officers.

The job analysis identifies all of the tasks, the importance of each task, and the freedom of action they have when performing their duties.

The results are being tabulated at the present time and will be available in the very near future.

### *Jail population report*

In conjunction with the Jail Standards Division, the Statistical Analysis Center (SAC) began production of a jail population annual report. The *1984 Nebraska Jail Population Report* presents data collected on persons held in Nebraska city and

county jails in 1984. All of the jails in Nebraska are represented in this report with the exception of the Omaha City Jail, Douglas County Corrections, and Lancaster County Corrections.

The data obtained from local jails provides detailed statistical information on the flow of inmates through the jails and demographic characteristics of those confined. The data provides a source of information on jail use on both a statewide and local level. Readers should keep in mind, however, that the inmates held in Douglas and Lancaster Counties represent almost half the total number of inmates confined in Nebraska jails at any given time. Because they are not included in this report, the statewide statistics reflect only the characteristics of the jail population held in facilities outside these metropolitan areas.

#### *Criminal justice directory*

The SAC obtained all information needed to complete the first Criminal Justice Directory. The directory includes all agencies which are related to the criminal justice system.

Names, addresses, and phone numbers are included for each entry. The directory is divided into the following categories: (1) law enforcement, (2) courts/adjudication, (3) corrections, (4) education, (5) miscellaneous, and (6) State agencies.

#### *Crime Commission Newsletter*

A monthly newsletter is published and sent to approximately 640 agencies/persons related to the criminal justice system.

The newsletter features different aspects of the commission including the following: (1) availability of films from the film library, (2) monthly publication features of the clearinghouse library, (3) Federal/State grant information, (4) gubernatorial appointments, (5) inservice jail bulletin, and much more.

#### *Computer assistance*

The SAC is also beginning to give computer assistance to law enforcement agencies requesting assistance. The assistance includes simple to complex systems including software and hardware applications.

With the new automation systems available, and with computer personnel limited in law enforcement agencies (especially in rural areas), technical assistance is needed to become familiar with the computer world. The assistance is a relatively new function of the SAC.

## New Hampshire

The New Hampshire Statistical Analysis Center (SAC) has been deeply involved with the Office of the New Hampshire Attorney General in implementing the Comprehensive Crime Control Act of 1984. In March 1985, the Governor designated the Office of Attorney General as the responsible agency for administering the act.

During the period, the New Hampshire SAC received a competitive cooperative agreement award from BJS, "Investigation of Issues in Criminal Justice and Development of Analytic Methods and Techniques." In keeping with the prescribed criteria, the SAC conducted a study that tracked and recorded felony offenders' arrests, convictions, and dispositions in a manual mode to create a limited OBTS (Offender-Based Transaction Statistics System). The abstracts were made available from the records section of the Department of State Police, which is the Central repository for all criminal-history records in New Hampshire.

The criminal history of an individual is contained on "rap sheets" maintained by the State Police. The source documents for the manual rap sheets consist of fingerprint cards and court abstracts. These documents provide the necessary data elements which are posted to the rap sheets. The criminal history of an individual showing arrests, appearances, and dispositions is shown on these rap sheets. Unlike other States, New Hampshire's central repository does not receive fingerprint cards on every

individual arrested. However, again, unlike other States, the central repository has no problem in obtaining dispositions. The disposition data for each case in the court system is sent to the repository on certified court abstracts. These abstracts contain data to identify the offender, provide data on the offense, pre- and postsentencing, conviction and nonconviction date, etc. While the lack of mandatory fingerprint reporting may be the weak link in the OBTS scheme, the 100% abstract reporting provided sufficient information to create a limited manual OBTS program.

The report covered all persons who received court dispositions for specific felonies during a 6-month time frame in 1984 (about 2,000 individuals). The report was disseminated to criminal justice agencies in and out of New Hampshire, and it was well received.

## New York

The New York State Division of Criminal Justice Services (DCJS) has broad responsibility in criminal justice matters. Its central mission is to increase the overall effectiveness of the system of criminal justice in New York State. This is accomplished through the—

- Office of Identification and Data Systems, which maintains criminal history records on offenders and other operational data systems
- Bureau for Municipal Police, which provides training to police officers and coordinates programs on highway safety, crime prevention, and arson awareness
- Office of Funding and Program Assistance, which monitors and evaluates local criminal justice programs and disburses State and Federal funds to localities on behalf of the Crime Control Planning Board.

The fourth major unit within DCJS is the Office of Policy Analysis, Research and Statistical Services (OPARSS). This unit is the policy-oriented research and statistical arm of the agency and performs many of the functions of the Statistical Analysis Center for New York State.

The mission of OPARSS is to advise and assist the Governor and the cabinet-level Director of Criminal Justice in developing policies, plans, and programs for improving the criminal justice system. It conducts empirical research to test assumptions that are central to the development of criminal justice policy, provides policy analysis, and monitors the legislative process. OPARSS also is responsible for designing, maintain-

ing, and coordinating statistical data systems in the agency and for disseminating statistical information on crime, offenders, criminal justice system processing, and the administration of justice in New York State.

During the past year, the office's statistical focus was expanded to address the needs of local-government officials for criminal justice information through development of a county-based "Profiles" data base and a corresponding statistical publication. The County Profiles project complements the information in two BJS-funded directories produced by the office: the *Directory of New York State Criminal Justice Information Sources* and the *Directory of New York State Criminal Justice Agencies*. Together, these publications provide local officials and administrators with comprehensive information resources for their work.

For several years the office has refined and developed its Offender-Based Transaction Statistics (OBTS) capabilities through an important cooperative agreement with the Bureau of Justice Statistics. The office has developed one of the most sophisticated OBTS case-tracking systems in the country for felonies and misdemeanors, and in 1985 it produced its first misdemeanor-arrest processing report. Additionally, OBTS capabilities have been expanded to provide processing trend data going back to 1970.

In 1984, the State Legislature mandated creation of a Missing Children's Registry and in 1985 the Legislature created a Missing Children's Clearinghouse to address this issue. DCJS was chosen to maintain the registry and clearinghouse

## State narratives

and the office has been closely involved in development of this project.

The office has developed and is using computer simulation models that help in assessing the impact of changes in law and policy on the State's prison population. The model's parameters provide for arrest rates, transition rates between arrest and disposition crimes, processing time between arrest and disposition, and incarceration probabilities given felony conviction—with data disaggregated by crime type, by prior felony conviction, and demographically. The model is "driven" by future population estimates. A "scenario" component of the model enables testing for a variety of "what if" alternatives.

Policy papers were produced for the Director of Criminal Justice and Division of Budget analyzing policy issues relating to a variety of criminal justice issues.

The report on *Female Offenders in New York State* draws on State criminal justice agency data to examine trends in female crime and the processing of women through the justice system. The report raises a number of issues that have implications for State-level policy and program development. Issues identified in the report include—

- Increasing female prison commitments and planning for prison expansion
- Disparity between men and women in sentencing
- The relationship between domestic violence and female crime
- The lack of attention to the special needs and problems of women in jail, including child-care needs and other family-related problems.

The PINS (Persons in Need of Supervision) Intake Project was undertaken in anticipation of mandatory diversion legislation (later enacted in 1985) in New York State. The project examined the then existing PINS intake practices and assessed the capacity of local probation departments to implement a policy of mandatory diversion. The final project report had significant effect on PINS diversion in New York and should have value to other States concerning a diversionary policy for status offenders.

In December 1984, Governor Mario M. Cuomo asked the division to examine the use of deadly force by police. A report was issued in May 1985 that recommended establishment of a centralized statewide reporting system on the discharge of firearms by police to address the lack of information on such incidents. It also provided a detailed analysis of many of the other issues surrounding the police use of force, including the minority community's lack of faith in the investigation of deadly force incidents and the handling of mentally or emotionally disturbed suspects. As a direct result of the report, a high-level commission was established by the Governor to further the review of these complex issues and to implement change.

Public concern with the incidence of crime and the handling of criminal offenders has led to greater public criminal justice expenditures in order to more effectively deal with specific crime-related issues. In response, OPARSS has produced the *New York State Criminal Justice Expenditures* report, which identifies criminal justice expenditures throughout New York State for

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all county, city, town, and village governments. This report will provide the impetus for the effective and efficient allocation of public dollars in criminal justice appropriations.

A Policy Study Group on Terrorism was established in June 1984 to assess the level of threat posed by terrorist groups for New York State. The group will examine the State's planning and preparedness for criminal justice interventions in terrorist events and the prosecution and incarceration of terrorists. The office provides staff and analytic support to the group.

## North Carolina

During Federal fiscal year 1985, the North Carolina Criminal Justice Analysis Center assisted the Governor's Crime Commission in its analysis of the problem of substance abuse in North Carolina. The Analysis Center staff was primarily responsible for collecting, analyzing, and presenting the data and information to describe and quantify the extent of the substance abuse problem in North Carolina from both a demand and supply perspective. As a result of this work the Crime Commission presented a 52-page report with 32 recommendations to newly elected Governor James G. Martin in March 1985. The comprehensive report addressed the need to have a continuum of substance abuse services and interdiction strategies throughout the State, attacking both the supply and demand for psychoactive substances.

In accordance with several recommendations in the report, expansion budget appropriations totaling \$2.4 million were approved by the General Assembly during the 1985 session for the Departments of Human Resources and Public Instruction. In addition, numerous administrative actions have been implemented by the Human Resources Department as a result of specific recommendations in the report.

The Analysis Center is presently working with the Sentencing Committee of the Governor's Crime Commission in its study of sentencing practices and punishment alternatives in North Carolina. The emphasis of this committee will be on the cost effective utilization of criminal justice re-

sources that will maintain public safety and at the same time address the problem of prison overcrowding. A preliminary report dealing mainly with the prison overcrowding problem on a short-term basis, will be developed and presented in the late spring of 1986 for the short session of the General Assembly. A comprehensive, long-term report will be prepared for the 1987 session in the fall of 1986.

## North Dakota

The North Dakota Statistical Analysis Center (SAC) is staffed by only two persons but has a great deal of responsibility. The State Uniform Crime Reporting Program is operated by the SAC, which collects crime statistics from 77 contributing agencies in the State. The SAC also manages a unique Correctional Facility Information System through which data are collected on all incarcerations occurring in the 44 local correctional facilities in North Dakota. Through this system, the SAC is able to monitor the nature and extent of the use being made of all of the State's local jails. The data generated by this system are used to recommend staffing plans and advise in budget preparation, and they have been extremely useful in planning for the remodeling of old jail structures and the construction of new facilities. This system serves as a very accurate tool in monitoring the detention of juveniles and incarceration of DUI offenders, two important issues in the State and across the country.

The office also maintains employment and training records for all law enforcement officers in the State for the purpose of monitoring compliance with general and sidearm certification standards for peace officers. In 1985, the office began restructuring this system, which was originally created in 1976, and replacing old computer programs with newer more responsive software. This system coordinates very closely with the peace officer training programs to contribute to the increasing professionalism of law enforcement in North Dakota.

The North Dakota SAC produces annual publications including—

*Crime in North Dakota*  
*Homicide in North Dakota*  
*Crime Enforcement Officers Assaulted*  
*Arson*  
*Drug Offense Arrests*  
*Incarcerations in Local Correctional Facilities.*

Research projects are undertaken to address current relevant issues. In 1985, the SAC conducted a survey on *Law Enforcement Vehicle Accidents*, analyzed the detention of juveniles in local correctional facilities, and conducted numerous smaller projects in response to requests for specific kinds of criminal justice data.

The SAC also serves a staff function for the Attorney General's Justice Records Advisory Committee and coordinates and promotes efforts to establish an integrated justice system and Offender-Based Transaction Statistics (OBTS) data in the State. In fact, because the justice system in North Dakota is much smaller than that in most other States, the SAC believes that it can accomplish much more in the area of integrating justice services and records than might be possible in more populous States. With this in mind the SAC has initiated planning for a model Justice Information Center that would function as a central repository for all criminal justice data including criminal-history records.

## Ohio

### *Law enforcement training policy research*

In August 1985, the Statistical Analysis Center's (SAC) 1982 Task Analysis Study came to full fruition in a way that has radically redefined the position of the entry-level peace officer in the State. On the 30th of that month, the Ohio Peace Officer Training Academy in London graduated Ohio's first recruit class trained under the new curriculum which was developed on the foundation of the earlier Task Analysis research. Henceforth, all entry-level law enforcement officers in Ohio will receive more than 500 hours of basic training, almost double the 292 hours previously required. The SAC invested 2 1/2 years on the massive Task Analysis Study, gathering over 4 million pieces of data from 3,500 officers in 400 agencies, a task greatly aided by a grant from BJS.

### *"State of Crime and Criminal Justice in Ohio"*

Ohio is currently receiving BJS funds to become one of the Nation's first two States to develop this comprehensive report on crime and justice at the State level, an emulation of the BJS *Report to the Nation on Crime and Justice* of 2 years ago. It has taken Ohio's SAC 7 years to gather the full range of criminal justice system data necessary to support this type of demanding document. The resulting publication (winter/spring, 1986) will be the first of its kind attempted on this State. It is anticipated that it will serve as both a textbook

and resource book for all major criminal justice issues in the State.

### *Offender-Based Tracking Statistics (OBTS)*

In fall 1984, aided by BJS funds, the SAC completed Ohio's first comprehensive OBTS study. This was a nonautomated effort requiring thousands of hours and miles in securing individual data on 2,500 major felons processed through 62 Ohio criminal courts in 28 Ohio counties. For the first time the SAC can now answer the question, "What happens to persons arrested for major crimes in Ohio?" A followup 1,000-case study was planned during fiscal year 1984-85 to be conducted within the next 6 months.

### *Law Enforcement Reporting Project (LEMS)*

LEMS, nearing the completion of a BJS grant, is analyzing operation, administrative, and crime report data in over 100 Ohio law enforcement agencies. It has been structured to provide relevant feedback to chiefs and sheriffs about the operations of agencies similar to their own in size and jurisdictional environment.

### *Probation officers study*

This survey, completed late in 1984, analyzed the attitudes and work practices of half of all Federal, State, and local probation officers in Ohio. It is the most comprehensive such profile produced in the State and could affect significant policy issues now being discussed in the legislature (e.g., disclosure of the contents of the presentence investigative report).

## Oregon

The Oregon Crime Analysis Center is a unit with three professional/technical staff whose purpose is to assist the State and local criminal justice system policymakers and the public through their products and services. The continuing goal of the center is to be an objective, independent, and competent source of policy-relevant criminal justice data and information.

The primary functions of the center are to—

- collect, analyze, and interpret criminal justice data
- develop and maintain a statistical series of selected criminal justice data
- prepare and disseminate reports on crime, criminal offenders, and the operations of the criminal justice system
- help to maintain and improve the quality of data in established criminal justice data bases within the State
- provide technical assistance in data analysis/statistical issues and criminal justice policy research to State and local agencies
- serve as an information center and repository for criminal justice data and documents to governmental agencies and the public
- provide and coordinate the data for Oregon to the Bureau of Justice Statistics.

Major products and services of the center include the following:

### *Oregon Serious Crime Survey*

This is an annual mail-out survey which is filled out and returned by approximately 80% of the 1,500 randomly selected

citizens who receive the questionnaire. The survey provides statewide information in three topical areas: (1) victimization data including costs (losses) and a measure of citizens' reporting and nonreporting of crime to police; (2) citizens' involvement in crime prevention activities; and (3) citizens' opinions about current criminal justice problems and issues. The victimization data provide a more complete measure of certain crimes occurring in Oregon and augment understanding of crime beyond that attainable from official statistics only. This year's survey is the eighth annual survey and, thus, is one of the data base series collected and maintained by the center. Results are distributed to legislators and other elected officials, criminal justice agencies, other government officials, representatives of the media, and to private citizens upon request.

### *Prison population forecasts*

The center staff has developed short-range (1- and 2-year) forecasts of prison and field populations for use by the Corrections Division, along with the Executive and Legislative branches. The forecasts are used in developing service needs (primarily prison bedspace requirements).

The center recently completed a separate study to produce a measure of time actually served in prison by newly committed prisoners. The results from this study will prove beneficial in the development of prison population forecasts, as time served is one of the primary components in determining bedspace needs.

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### *Survey of juveniles' service needs*

The center staff will have completed a major statewide survey of the service needs of children in the juvenile courts and Children's Services Division. The survey was carried out through a contractual arrangement and is the most comprehensive conducted on this population in recent history.

The results of the survey will be utilized by the juvenile courts, Children's Services Division, and the Governor's Task Force on Juvenile Correctional Alternatives, as well as the Executive and Legislative branches. The information provided will help in setting priorities and resources for this study population over the next few years.

### *Special statistical studies*

The center has also performed statistical and policy studies on different issues for the State and BJS. The most recent studies produced are—

*A Comparison of Sentence Lengths and Time Served in Prison*

*Recidivism of Releasees from Oregon Corrections Institutions*

*A Study of Juveniles Remanded to Adult Courts.*

### *Technical assistance to State and local agencies*

Over the years, one of the primary functions of the center has been to provide technical assistance to State and local criminal justice agencies and organizations. The technical assistance is provided in a

variety of areas— statistical analyses to provide information; research and program evaluation design; forms design; survey design and sampling strategies; and literature reviews.

### *Information center and repository for criminal justice data and materials*

Another primary service the center performs is to provide criminal justice data and materials to a wide variety of State and local criminal justice agencies; legislative members; colleges and universities; private organizations; the media; special study groups or advisory boards, such as the Governor's Commission on Violent Crime; and the public.

The requests include specific crime and arrest data for a particular county or jurisdiction, criminal case filings, prison population numbers, demographic information and specific criminal justice topics. Other requests fall in the general category of which agency to contact for specific information.

### *Focal center for BJS data requests*

The center also serves as the primary contact for Oregon data and/or special study requests from the Bureau of Justice Statistics. Some recent requests fulfilled related to an analysis of Oregon data on prison time served compared to sentence lengths, together with recidivism data of prison releasees.

## Pennsylvania

The Bureau of Statistics and Policy Research of the Pennsylvania Commission on Crime and Delinquency (PCCD) plays an integral part in the agency's role of examining criminal justice problems and needs, researching and proposing suggested strategies, and assessing the results of these strategies on affected components of the justice system. As the criminal justice Statistical Analysis Center (SAC) for the Commonwealth of Pennsylvania, the bureau conducts analysis of legislative issues concerning criminal justice topics, recently including such topics as missing children, private prisons, and sentencing reform.

The bureau fosters the development of criminal justice policy by conducting research on timely criminal justice matters. Recently completed was a report on the preliminary impact of the State's new DUI law. Highway safety and criminal justice data before and after passage of the law were analyzed in order to develop a profile of the changes occurring on the highways as well as in the criminal justice system. Another recently completed research report provided insight into the possible effects of the State's new "guilty but mentally ill" legislation, which provides for an alternative verdict or plea of "guilty but mentally ill." A final example of the bureau's research efforts is a soon-to-be completed final report on the deterrent effects of the State's new mandatory sentencing law. A preliminary bureau study found that there has been a decline in the incidence of robberies and aggravated assaults with a firearm.

The PCCD makes effective use of appointed task forces, advisory groups, and planning committees comprised of commission and noncommission members to assist the agency with advice on how to address and resolve specific criminal justice problems the State is experiencing. The bureau is often involved in coordinating these efforts and conducting analysis and research for the advisory groups. A prime example of this work is the PCCD's Prison and Jail Overcrowding Task Force, which was established to discuss, debate, and put forth proposals to address the State's prison and jail crowding problem. Bureau staff assisted the Task Force in developing a report that details the magnitude of the problem and presents recommendations for its alleviation. Related to this effort, the bureau also has responsibility for the agency's County Jail Overcrowding Technical Assistance Program. Through this program, bureau staff assists counties in analyzing the flow of offenders through their local systems to determine the magnitude, type, and causes of local crowding problems and to implement changes to effectively deal with the problem. The bureau also provides staff to a Corrections/Mental Health Task Force, which was appointed to research issues requiring legislative or administrative action and to coordinate the delivery of services pertaining to insuring mental health services for county jail and State prison inmates.

Integral to the bureau's role in criminal justice analysis and coordination is its continuing work toward full implementation of a State Offender-Based Transaction

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Statistics system (OBTS) and the implementation of an integrated criminal justice information system. OBTS allows any criminal justice agency to determine the status of a criminal without going through various complicated criminal justice data bases, and allows the bureau to study the criminal justice system as a whole. The development of an integrated information system coordinated by the bureau will facilitate statewide sharing of data among criminal justice agencies to enhance the efficiency of the entire system. OBTS provides the tool for planning, evaluation, and research; the integrated information system will provide an on-line, interagency communication capability within the State.

## Puerto Rico

At the beginning of the Federal fiscal year, Puerto Rico submitted a petition for Federal funds that was granted as a cooperative agreement. The purpose of the project is to provide the staff with a microcomputer and advanced statistical analysis techniques and data interpretation. The staff will also be provided with training in the use and application of a statistical package, Statistical Analysis System (SAS).

Necessary arrangements are being made to gain access to the statistical packages through the University of Puerto Rico.

To comply with the objectives of this project, a contract was granted to the officials of the *Instituto de Estadísticas, Economía Aplicada y Servicios—IDEAS, Inc.* (Institute of Statistics, Applied Economy and Services—IDEAS, Inc.) to provide the Statistical Analysis Center (SAC) personnel with training in statistical methods.

On February 11 and 12, two conferences took place with representatives of BJS and the FBI. The themes discussed were Federal funding and the Uniform Crime Reporting Program.

The Statistical Analysis Center participated in the National UCR Conference at the FBI Academy on April 8-12, 1985.

Technical assistance was provided to legislators, university students, criminal justice agency personnel, and personnel from other public agencies in Puerto Rico and the United States.

Some reports have been published in Spanish and English, and copies are available to the public in general. These publications are—

*Violent Crimes in Puerto Rico: 1982-83  
Overcrowding in the Penal Institutions of  
Puerto Rico, 1984*

*Police Officers Killed During the Years  
1980 to 1984*

*Women Victims of Crime, 1979 to 1983  
(translation to English is in progress).*

## Rhode Island

The Rhode Island Statistical Analysis Center (SAC) has been a unit of the Governor's Justice Commission since 1975. Amongst its major accomplishments and ongoing services are the following:

### *Statistical*

The SAC produces an annual report on *Serious Crime in Rhode Island*. This report focuses on the eight most serious crimes and is generally released in May of each year. The SAC also produces many special reports and studies concerning important issues, such as drug abuse, rape, motor vehicle theft, stolen property, female criminality, robbery, arson, and clearances by arrests. Presently, the SAC is preparing data for the future release of a juvenile statistics report and a crime vs. unemployment study.

Thus, the SAC has become a recognized clearinghouse and authority for much of the public- and private-sectors' needs for criminal justice statistics. Further, the SAC makes press releases and provides radio and television interviews. In short, the SAC has been able to take complex data and translate them into more understandable terms for both the business person and general public.

### *Information systems*

Over the past 10 years, the SAC has been the catalyst agency in Rhode Island for planning, funding, and coordinating modern computerized information systems for the State's criminal justice system. For exam-

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ple, with Federal and State funds, the SAC has had a direct hand in implementing the following statewide computer programs:

- the State Police's message switcher (a system capable of transferring and receiving a vast flow of communications by computer from local as well as national sources)
- the court's Wang computer system (a system installed throughout the entire court system)
- a recently installed computer system at the Attorney General's Bureau of Criminal Identification (BCI).

Additionally, the SAC acts as resource, coordinator, and liaison for the State's ongoing Criminal Justice Information Systems (CJIS) Subcommittee.

### *Governor's Justice Commission liaison/coordination*

The SAC unit and the Governor's Justice Commission (GJC) are under the same organizational umbrella, that is, the Governor's Executive Office. As such, the GJC has a major role in developing and implementing criminal justice policy, generally having statewide impact. Therefore, the SAC is frequently requested by the GJC to provide statistics and data toward the eventual completion of a special report or study.

The GJC has been directly instrumental in bringing about recent policy change through the production of the following documents:

*Rhode Island's Overcrowded Prisons: Recommendations to the Governor from the Task Force on Prison Overcrowding*

*Criminal Sentencing Practices: Background Information for Policy Makers*  
*Special Commission to Combat Auto Theft: A Report to the Governor and General Assembly*

*Recommendations of the Juvenile Justice Committee of the Governor's Justice Commission*

*Fire Fighters Training and Education: Recommendations of the Fire Education and Training and Task Force Prepared for the Governor and General Assembly*

*Fitting the Pieces Together Through Juvenile Probation: The Major Findings and Recommendations of the Rhode Island Task Force on Juvenile Probation*

*Governor's Justice Commission's 1984 Annual Report to the Governor and General Assembly.*

All of the preceding documents are available by simply contacting the Rhode Island Governor's Justice Commission. Further, the GJC is presently active with and coordinating the following Rhode Island-based groups: Probation Task Force, State-National Crime Prevention Act, Youth Advocacy Organization, and the Crime and Delinquency Prevention Task Force.

## South Carolina

Established by legislation during the 1978 session, the Office of Criminal Justice Programs, which includes the Statistical Analysis Center (SAC), is located within the Division of Public Safety in the Governor's Office.

Some of the functions mandated in the legislation include—

- collecting and disseminating information concerning crime and criminal justice for the purpose of assisting the General Assembly and enhancing the quality of criminal justice at all levels of government in the State
- analyzing activities and problems in the administration of criminal justice and developing plans for improvement for consideration and implementation by State and local agencies
- advising and assisting law enforcement agencies in the State to improve their law enforcement systems and their relationship with other agencies and the statewide system
- stimulating and seeking financial support from Federal, State and local governments and private sources for programs and projects designed to improve the administration of criminal justice, court systems, law enforcement, prosecution, corrections, probation and parole, juvenile delinquency programs, and related fields.

These activities are performed in conjunction with the Governor's Committee on Criminal Justice, Crime, and Delinquency. The Governor's Committee, which was established in the same legislation as the Office of Criminal Justice Programs, func-

tions as the policy board for the Office of Criminal Justice Programs and also for the Juvenile Justice and Delinquency Prevention Act of 1974 (Public law 93-415). The Committee advises the Office of Criminal Justice Programs and the Governor's Office on Criminal and Juvenile Justice policy and issues and makes recommendations for administration and legislative improvements to the system.

Additionally, the office works with the Juvenile Justice Advisory Council also established by the same legislation. The Advisory Council advises the Committee and the Office on all matters referred to as relevant to juvenile justice, recommends priorities for the improvement of juvenile justice services, and offers technical assistance to State and local agencies in the planning and implementation of programs for the improvement of juvenile justice.

In support of legislative mandates, the SAC provides the Office of Criminal Justice Programs with technical support in many areas. During the past Federal fiscal year some of the more important tasks supported by the Office of Criminal Justice Programs include—

*Missing Person Information Center.* It was discovered during victim/witness hearings that South Carolina had a serious problem in the missing person area. A committee was appointed to address the issue. As a result of the committee's work, legislation was introduced, passed, and signed into law creating the Missing Person Information Center.

*Coroners system.* A special subcommittee was appointed by the Governor's Commit-

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tee to examine the coroner system and develop recommendations. After considerable research and numerous meetings, five recommendations were presented to, and approved by, the Governor's Committee. Legislation was introduced to establish a Forensic Death Investigation Center. The center will provide a major improvement to the coroner system in South Carolina. The legislation was introduced late in the 1985 session and is now pending action in a legislative subcommittee.

*State law enforcement division (SLED) crime lab.* While judicial reform has resulted in many improvements for the judicial system, the increased caseload and, specifically, the 180-day rule have resulted in an unmanageable burden for SLED in performing the requisite technical work for evidence. SLED performs 95% of the technical work in the State in a lab that is seriously inadequate in terms of equipment and manpower. SLED estimates that it is currently 200-300 days behind in its lab work. Much of the lab equipment is outmoded and needs replacing and additional criminalists are needed to do the lab work and provide court testimony. The SAC director toured the Georgia Crime lab in Atlanta in order to make a funding recommendation to the Governor. Additional staff work by the Office of Criminal Justice Programs has resulted in the Governor's supporting the allocation of additional funds to upgrade SLED's crime lab. A bond issue is currently under consideration by the General Assembly.

*The Omnibus Criminal Justice Improvements Act.* Like many other States, South Carolina's prisons are severely over-

crowded. In January 1985 the State agreed to the settlement of a Federal suit mandating minimum square footage requirements and "safe and reasonable" prison operating levels. In response to this problem, the Governor initialed a comprehensive correctional and public safety reform package titled The Omnibus Criminal Justice Improvements Act. This legislation would encourage the use of restitution, community service, and work release for short-term, nonviolent offenders on the local level. By keeping these offenders in their communities, bedspace in the State correctional system would be made available for persons sentenced for violent crimes. The bill has passed the State Senate and is awaiting consideration by the House when the next session is convened in January 1986.

*Crime booklet.* The Office of Criminal Justice Programs/SAC provides a wide range of criminal justice data to the criminal justice system at the national, State, and local level. Additionally, similar data are also provided to units of government at the same level as well as the general public. One method utilized to provide data is the publication of crime booklets. These booklets concern the criminal and juvenile justice system in South Carolina. They are intended to help correct or clarify some of the misinformation and myths about crime and criminal justice in South Carolina. They provide facts on the incidence of crime and the population that passes through the criminal and juvenile justice systems. The books are aimed at the general public and the legislature as well as groups within the criminal justice system.

## South Dakota

The Statistical Analysis Center (SAC) of South Dakota was involved in a number of projects during the 1985 Federal fiscal year. The primary task is providing information to interested groups or agencies that make inquiries regarding criminal justice.

In the latter part of 1984, the South Dakota SAC compiled a complete criminal justice directory. This listed the addresses, phone numbers, and positions of all people involved in the criminal justice system in South Dakota. This directory was then made available to whomever requested it. This has facilitated access of individuals between one another and between their respective agencies.

The SAC completed a study of South Dakota law enforcement agencies' salary and fringe benefit packages. This was a comparative study between county and city police agencies. Upon completion of this document, many South Dakota police administrators were equipped with information never before available to them. Many administrative decisions were made on the basis of this information.

Every year the Federal Bureau of Investigation's *Crime in the United States* report has covered crime in South Dakota. This is based on information received by contributing agencies within the State. The SAC has compared those figures with those of the other 50 States. This shows South Dakota's statistical crime rate when compared to such States.

Presently, South Dakota does not have 100% compliance of agencies with the Federal Uniform Crime Reporting Program. In 1985, the Statistical Analysis Center sponsored a training program taught by FBI personnel. Such classes were held throughout the State. It is hoped that such instruction will increase the quality and quantity of data submitted to the program. Such data could then give a clearer picture of crime in South Dakota.

One of the many criminal justice controversies in South Dakota has been a proposed regional jail concept. The South Dakota SAC did a study of jails in the State. This study was aimed at the number of prisoners, number of days in the year of which the jail was utilized, number of employees assigned to the jail, and other pertinent data. Such information has been made available to the South Dakota legislators, constitutional officers, and correctional personnel.

In the latter part of 1985, and continuing to the present, an ambitious survey was begun of a representative sample of South Dakotans to elicit their thoughts and feelings about the criminal justice system. The purpose is to learn how victims and nonvictims of crime view the effectiveness of the criminal justice system in accomplishing its goals. Upon completion, the results of this survey will be made public.

The South Dakota SAC has conducted research to answer many other questions about the criminal justice system and has attempted to respond adequately and correctly to such inquiries. It has also acted as a clearinghouse for information, directory

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inquiries, and other such questions. It is the SAC's desire to continue functioning in this role as educator, researcher, and provider of information. With such information the criminal justice system will operate more efficiently and better serve the public.

## Texas

Created by State statute effective September 1983, the Texas Criminal Justice Policy Council was fully staffed and operational by early 1984. The 1984-85 fiscal year was the first full year of operation for the council. It was also the year that the 69th State legislative session was called to order, providing the first real test of the ability of the council to respond to its mandates.

Composed of the Governor, Lieutenant Governor, Speaker of the House, and their appointees, the council was charged to develop "means to promote a more effective and cohesive State criminal justice system." The mandates in the enabling legislation clearly indicate that data gathering and analysis would be the primary focus of the council, and the staff has concentrated on that area.

The council has received data from all 10 of the State criminal justice agencies and from 6 of the 7 largest urban counties in the State. These data sets have formed the data base used for conducting an unprecedented research effort in this State. This data base was used to issue two different types of legislative impact statements:

- 7 bills passed in the 68th legislative session (1983) were analyzed to determine their actual impact
- 42 bills introduced in the 69th legislative session were analyzed to project their impact if they were to become law.

Ten reports were researched and written in response to direct inquiries from State officials. The council provided staff support to the Commission on Sentencing Prac-

tices and Procedures and produced two related reports:

*Impact Analysis of Selected Proposals Made to the Commission on Sentencing Practices and Procedures*

*Impact Analysis of Sentencing Commission Recommendations to the Criminal Justice Policy Council.*

At the request of the Chief Justice of the Supreme Court of Texas, the council surveyed the trial courts in the State to determine how many courts have court coordinators or administrators working directly for the judge and how many courts have automated data processing systems available. The results from 371 district courts and 133 county courts at law were compiled in *Court Technology and Assistance*.

In response to concern over the problems facing the State prison system, a systemic analysis, *Texas Correctional System: Growth and Policy Alternatives*, was written. It examines the dynamics of the growing corrections systems and discusses alternatives for short- and long-term action.

The council has taken on the role of being the State's data manager and statistical research center, having conducted research projects at the request of elected officials from every branch of State government. Steps were initiated by the council during fiscal 1985 to develop a full partnership with BJS for the mutual benefit of both parties.

## Utah

The Utah Commission on Criminal and Juvenile Justice was created by the Utah Legislature for the principal purpose of ensuring broad philosophical agreement concerning the objectives of the criminal and juvenile justice system in Utah and to provide a mechanism for coordinating the functions of the various branches and levels of government to achieve those objectives. The commission has 17 members representing key leaders from the legislative, judicial, and executive branches of State and local governments. The commission has a small staff and is attached to the Governor's Office.

The specific statutory charges of the Commission are to—

- promote the coordination of all criminal justice agencies
- provide analysis and recommendations on all criminal and juvenile justice legislation, State budget and facility requests, including program and fiscal impact on all components of the criminal and juvenile justice system
- provide public information on the criminal and juvenile justice system and give technical assistance to agencies or local units of government on methods to promote public awareness
- promote research and program evaluation as an integral part of the criminal and juvenile justice system
- provide a comprehensive criminal justice plan annually
- develop, monitor, and evaluate sentencing and release guidelines for adults and juveniles

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- forecast demands on the criminal justice system, including specific projections for secure bed space.

The budget of the commission was supplemented by a grant from BJS during fiscal 1985. This funding was used to gather and disseminate important information on the Utah criminal justice system.

A report, *The Utah Criminal Justice System, 1984*, was published. It detailed a description and the costs of the Utah criminal justice system, provided a summary history of the system, dealt with crime trends in the State, looked at the flow of offenders through the criminal justice system, and examined characteristics of the offender.

Sentencing and release guidelines for offenders were developed with input and endorsement of the entire Utah criminal justice system.

Data and communications standards were established to enhance the ability of criminal justice agencies to share and electronically transfer information on criminal offenders, thus increasing the capability of the system to identify and deal with habitual and violent offenders. A "Criminal Justice Information Systems Cooperation" was established to jointly address information system planning and problems at all levels of government.

The commission served as a clearinghouse to disseminate reports produced by BJS and other quality information to concerned agencies in the State. This made the best nationally available information accessible to policy makers as they made decisions.

Basic research was conducted to estimate the impact of the sentence and release guidelines on the amount of correctional resources needed. Research was also conducted on the relative impact of the probation officer on offender recidivism and the amount and type of supervision provided to juvenile offenders. This will help the juvenile court as it faces manpower and budget decisions.

Other commission activities included—

- the review of criminal justice budgets at the State level as well as the review of proposed legislation
- serving as the lead State agency on matters related to the Justice Assistance Act, the Victims of Crime Act, and the Office of Juvenile Justice and Delinquency Prevention
- sponsoring and staffing a task force to develop legislation on victims' rights and compensation
- cosponsoring and costaffing a task force to recommend an implementation plan for the judicial article revision that resulted from a recent constitutional amendment.

## Virginia

In the past fiscal year, the Virginia Statistical Analysis Center (SAC) was heavily involved in data collection and the development of information systems; in cases where existing data sources did not meet current management information needs, new sources were constructed to fill such information voids.

In cooperation with the Virginia State Police, the Virginia SAC collected statewide OBTS data and contributed to the BJS National OBTS Program. Efforts were also initiated to redesign the State arrest form which is the basis of OBTS reporting. The new form and reporting procedures will provide much more specific offense information. Additionally, the offense information will be summarized using standardized offense codes tailored to coincide with the *Code of Virginia* statutes.

Continuing an effort that began several years earlier, State support was provided to the Virginia judiciary. Funded in part by BJS funds, a statewide data base on Virginia offenders was developed which contains approximately 240 items of information on the offender's background, history, and criminal record. This information will be analyzed to provide sentencing information to the judiciary to better ensure consistency in sentencing.

Similar to assisting the decisionmaking of the judiciary, a pilot study was initiated to construct a pretrial risk assessment instrument. The instrument is being piloted in Northern Virginia for later implementation statewide and will be used to assist

magistrates in making difficult release decisions. This effort also was funded in part by BJS funds.

Efforts continued to coordinate criminal justice information systems statewide to avoid duplication and wasted resources. Coordination activities included an annual conference, a quarterly newsletter, technical assistance to the State and localities, and a State-level coordination committee. SAC staff is continuing to provide technical assistance to the coordination committee to assist in the procurement of a statewide automated fingerprint identification system.

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## State narratives

### Virgin Islands

During fiscal 1985, the Virgin Islands Statistical Analysis Center (SAC) (formally titled the Office of Justice Research Services, Law Enforcement Planning Commission) continued to develop its capability to provide the criminal justice community with research and statistical resources. The SAC maintains detailed data bases on offenses, suspects, victims, and arrests.

In this fiscal year the SAC was able to respond to numerous special requests for data and reports from the Legislature, the Executive branch, operational agencies, private organizations, the College of the Virgin Islands, and the Caribbean Research Institute.

Of particular note during the year was the Virgin Islands' ability to be one of the few SAC's to participate in the BJS Offender Based Transaction Statistics (OBTS) reporting program. In addition, the SAC completed a major research project in cooperation with the Council on Alcoholism with the Survey of Juvenile Substance Abuse. The survey involved the entire Virgin Islands secondary school population, public and private.

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## Washington

### *Inmate population forecast*

Under the direction of the Governor's Interagency Criminal Justice Work Group, the inmate forecast was updated in 1985. For the next 3 years, the inmate population is expected to stabilize near 7,200. This is the first slowdown in the growth of the inmate population since 1973, when the inmate population was near 4,000. The inmate population is stabilizing because shorter prison sentences are being granted under the Sentencing Reform Act (determinate sentencing), and because of two State Supreme Court decisions that caused prison sentences to be reduced for pre-imprisonment time spent in jail or a mental hospital.

### *Juvenile institutions forecast*

During the year, a components-of-change forecast model for juvenile institutions was developed. The methodology for this forecast is similar to the inmate forecasting model. The juvenile institutions forecast allows assumptions to be set and monitored for juvenile crime activity, changes in the youthful target populations, criminal history, the probability of admission, and the length of stay.

### *Prison early release study*

A study showing the effects of early release of prisoners to help control for prison overcrowding was published. This study compared the benefit of reducing prison overcrowding through early release programs to the public safety cost of

recidivism. The findings show that with careful selection, prisoners can—up to a point—be released early without adversely affecting public safety. The study also shows that early release to reduce prison overcrowding is short-term and therefore should not be considered as a long-term policy.

### *Policy implications of forecasting*

Using demographic, crime, prison admission, and length of stay information, a study was published that shows that a criminal justice policy decision in one State that proves useful and safe could be problematic or ineffective in another State. The study shows that demographic and criminal justice characteristics differ widely among the States and that sharing programs among the States must be accompanied by careful analysis.

### *Administering DWI funds*

The State allocated \$3 million for the enhanced prosecution and adjudication of persons charged with driving while intoxicated. The funds were distributed on the basis of need to 50 cities and counties in Washington State.

## Wisconsin

The Wisconsin Statistical Analysis Center (SAC) is a program of the Wisconsin Council on Criminal Justice. The SAC collects, analyzes, and disseminates a variety of criminal justice data in Wisconsin.

The Wisconsin SAC was originally established in November 1981 by Executive Order of the Governor and was fully supported by Federal funds through March 1985. The SAC is currently funded 50% by the Bureau of Justice Statistics and 50% by the State of Wisconsin.

The Wisconsin SAC maintains the Uniform Criminal Reporting (UCR) system for the State, as well as some components of a Jail Information System (JIS) and a Juvenile Detention Information System (JDIS). The SAC also conducts special research studies on criminal/juvenile justice topics and responds to approximately 200 information requests each year from congressional and State legislators, justice system professionals, the media, students, and other citizens. In addition, the SAC provides technical assistance to local criminal justice agencies and promotes the coordination and development of criminal justice statistical programs in Wisconsin.

### *Publications during the period*

*Wisconsin Crime and Arrests: Semi-Annual 1984*

*Wisconsin Crime and Arrests: 1984 Sexual Assaults in Wisconsin: January-June 1984*

*Juvenile Detention Reports—1984* (West Central Wisconsin, South Central Wisconsin, Northwest Wisconsin, Fond du Lac and Brown Counties)

*Annual Jail Reports—1984* (Jackson, Juneau, Kewaunee, LaCrosse, Sauk, and Wasburn Counties)

*Special Jail Studies (Inmate Profiles and Population Forecasts)* (Jackson, Outagamie, Portage, St. Croix, Washburn, and Wood Counties)

*Juvenile Restitution Programs—1984 Annual Report*

*The Impact of Drunk Driving Legislation in Wisconsin*

### *Major research projects and other activities during the period*

Sexual Assaults in Wisconsin 1984  
Secure Detentions of Juveniles in Wisconsin in 1984

Homicides by Juveniles in Wisconsin: 1972-1983

Development of Felony Data Base  
UCR-Related Training (on a regional basis and specialized for individual departments).

## Wyoming

The Center for Criminal Justice Research is the Statistical Analysis Center (SAC) for Wyoming. Located in the Division of Criminal Identification of the Attorney General's Office, the center administers three separate computerized information systems—

- the Uniform Crime Reporting program (UCR)
- a correctional management information system (ODDS)
- the Judicial Sentencing Information System (JSIS).

In addition, the center also provides assistance to various agencies in the analysis, interpretation, and dissemination of criminal justice data.

The Uniform Crime Reporting program publishes quarterly, semiannual, and summary annual reports, as well as a detailed annual report, *Crime in Wyoming*. These reports are distributed to law enforcement agencies, media representatives, judges, attorneys, legislators, libraries, and research groups throughout the region. A recent survey of Wyoming law enforcement administrators indicated that a vast majority consider the reports helpful in planning, evaluation, internal management, and providing information to the public. The UCR program also responded to over 20 special requests for crime data during the past year, which were used to evaluate law enforcement, drug and sexual violence programs, training of merchants and others in crime prevention, and community resource planning.

The center is also responsible for operation of the correctional management information system ODDS. Designed to provide management information for correctional administrators and to establish a data base from which additional research can be initiated, the ODDS system supports the publication of quarterly and annual reports on corrections in Wyoming. These reports inform key policy decision makers of correctional trends and sentencing practices.

During the past year the center, in cooperation with the district judges of Wyoming, implemented a Judicial Sentencing Information System (JSIS). An action research project, the JSIS program collects data regarding the sentencing practices of a majority of the district judges throughout the State. These data are analyzed and reports produced to assist the judges in determining the factors that influence their decision making and in establishing general trends in sentencing practices.

## Sources of narratives on State activities

### Alabama

Ron Shum, Deputy Director  
Alabama Criminal Justice  
Information Center  
858 South Court Street  
Montgomery, Alabama 36130-5201  
(205) 832-4930

### Alaska

John E. Angell  
Director, Justice Center  
University of Alaska, Anchorage  
3211 Providence Drive  
Anchorage, Alaska 99508  
(907) 786-1810

### Arizona

Tom Epperlein, SAC Director  
Operational & Management  
Analysis Section  
Department of Public Safety  
Post Office Box 6638  
Phoenix, Arizona 85005  
(602) 262-8082

### Arkansas

Larry Cockrell, Manager  
Research and Statistics  
Arkansas Crime Information Center  
One Capitol Mall  
Little Rock, Arkansas 72201  
(501) 371-2221

### California

Steve Crawford, Program Manager  
Bureau of Criminal Statistics and Special  
Services  
Department of Justice  
Post Office Box 13427  
Sacramento, California 95813  
(916) 739-5568

### Colorado

Mary J. Mande, SAC Director  
Division of Criminal Justice  
Department of Public Safety  
1325 S. Colorado Blvd., B-700  
Denver, Colorado 80222  
(303) 691-8131

### Connecticut

Gerald F. Stowell, Chief of Research  
Justice Planning Division  
Office of Policy and Management  
80 Washington Street  
Hartford, Connecticut 06106  
(203) 566-3522

### Delaware

Michael H. Rabasca, Director  
Statistical Analysis Center  
60 The Plaza  
Dover, Delaware 19901  
(302) 736-4626

---

## Appendix A

### District of Columbia

Steven Rickman  
Director of Statistical Analysis  
Office of Criminal Justice Plans and  
Analysis  
421 8th Street, N.W.  
Washington, D.C. 20004  
(202) 727-6554

### Florida

Patrick J. Doyle, Director  
Criminal Justice Information Systems  
Department of Law Enforcement  
P. O. Box 1489  
Tallahassee, Florida 32302  
(904) 487-4360

### Hawaii

Steven E. Vidinha, Director  
Hawaii Criminal Justice Data Center  
Department of the Attorney General  
465 South King Street  
Honolulu, Hawaii 96813  
(808) 548-2090

### Idaho

William C. Overton, SAC Director  
Police Services Division  
Department of Law Enforcement  
6081 Clinton Street  
Boise, Idaho 83704  
(208) 334-3161

### Illinois

Scott M. Levin  
Deputy Executive Director  
Illinois Criminal Justice  
Information Authority  
120 South Riverside Plaza, 10th Floor  
Chicago, Illinois 60606  
(312) 793-8550

### Iowa

Paul Stageberg, Director  
Statistical Analysis Center  
Office for Planning and Programming  
523 East 12th Street  
Des Moines, Iowa 50319  
(515) 281-3108

### Kansas

Michael E. Boyer, Supervisor  
Statistical Analysis Center/UCR  
Kansas Bureau of Investigation  
Division of the Office of the Attorney  
General  
1620 Tyler  
Topeka, Kansas 66612  
(913) 232-6000, ext. 312

### Kentucky

C. Bruce Traughber, Co-Director  
Statistical Analysis Center  
Attorney General's Office  
Capitol Building  
Frankfort, Kentucky 40601  
(502) 564-4002

### Louisiana

Carle L. Jackson, Research Director  
Louisiana Commission on Law  
Enforcement  
2121 Wooddale Boulevard  
Baton Rouge, Louisiana 70806  
(504) 925-4440

### Maine

Steven Woodard, Director  
Maine Criminal Justice Data Center  
Department of Corrections  
State Office Building, Station 111  
Augusta, Maine 04333  
(207) 289-2711

---

**Maryland**

Charles F. Wellford, Director  
MD Justice Analysis Center  
Institute of Criminal Justice and  
Criminology  
University of Maryland  
College Park, Maryland 20742  
(301) 454-4538

**Massachusetts**

Patrick M. Hamilton  
Executive Director  
Committee on Criminal Justice  
100 Cambridge Street, 21st Floor  
Boston, Massachusetts 02202  
(617) 727-7096

**Michigan**

George Roehm, Director  
Research and Statistical Analysis  
Office of Criminal Justice  
Lewis Cass Building, PO Box 30026  
Lansing, Michigan 48909  
(517) 373-6510

**Minnesota**

Kathryn Guthrie, Research Specialist  
Criminal Justice Statistical Analysis Center  
State Planning Agency  
550 Cedar Street  
St. Paul, Minnesota 55101  
(612) 296-7819

**Mississippi**

Karen Skadden  
Systems Analyst III  
Statistical Analysis Center  
Office of Criminal Justice Planning  
301 West Pearl Street  
Jackson, Mississippi 39203  
(601) 949-2006

**Missouri**

Martin P. Carso Jr., Director  
Statistical Analysis Center  
Department of Public Safety  
Missouri Highway Patrol  
Box 568  
Jefferson City, Missouri 65101  
(314) 751-4026

**Montana**

A. Laurence Petersen, Chief  
Research Planning Bureau  
Board of Crime Control  
303 North Roberts Street  
Helena, Montana 59620  
(406) 444-3604

**Nebraska**

Mark A. Spurgeon  
Statistical Analysis Center Director  
Commission on Law Enforcement and  
Criminal Justice  
Box 94946  
Lincoln, Nebraska 68509-4946  
(402) 471-2194

**New Hampshire**

Mark C. Thompson  
Director of Administration  
Statistical Analysis Center  
Office of the Attorney General  
State House Annex  
Concord, New Hampshire 03301-6397  
(603) 271-3658

---

## Appendix A

### **New York**

Richard A. Rosen, Chief  
Bureau of Statistical Services  
Div. of Criminal Justice Services  
Executive Park Tower  
Stuyvesant Plaza  
Albany, New York 12203  
(518) 453-6901

### **North Carolina**

David E. Jones  
Governor's Crime Commission  
Department of Crime Control  
Post Office Box 27687  
Raleigh, North Carolina 27611  
(919) 733-5013

### **North Dakota**

Robert J. Helten, Coordinator  
Criminal Justice Research  
Office of the Attorney General  
State Capitol  
Bismark, North Dakota 58505  
(701) 224-2594

### **Ohio**

Jeffrey K. Knowles, Chief  
Bureau of Research and Statistics  
Office of Criminal Justice Services  
Capitol Square, 65 East State Street,  
Suite 312  
Columbus, Ohio 43215  
(614) 466-0310

### **Oregon**

Clinton Goff, Supervisor  
Crime Analysis Center  
Department of Justice  
Justice Building  
Salem, Oregon 97310  
(503) 378-8056

### **Pennsylvania**

Phillip J. Renninger, Director  
Bureau of Statistics and Policy Research  
PA Commission on Crime  
and Delinquency  
P. O. Box 1167, Federal Square Station  
Harrisburg, Pennsylvania 17108-1167  
(717) 787-5152

### **Puerto Rico**

Ana Leticia Jimenez, Acting Director  
Statistical Analysis Center  
Office of the Attorney General  
Post Office Box 192  
San Juan, Puerto Rico 00902  
(809) 783-3382

### **Rhode Island**

Norman Dakake, Director  
Statistical Analysis Center  
Governor's Justice Commission  
222 Quaker Lane, Suite 100  
West Warwick, Rhode Island 02893  
(401) 277-2620

### **South Carolina**

Ernest C. Euler  
Assistant Deputy Director  
Office of Criminal Justice Programs  
Division of Public Safety Program  
Office of the Governor  
1205 Pendleton Street  
Columbia, South Carolina 29201  
(803) 758-8940

---

### **South Dakota**

Donald E. Gromer, Director  
Statistical Analysis Center  
Criminal Justice Training Center  
Division of Criminal Investigation  
Office of the Attorney General  
Pierre, South Dakota 57501-5050  
(605) 773-3331

### **Texas**

Ronald D. Champion  
Executive Director  
Criminal Justice Policy Council  
P. O. Box 13332 Capitol Station  
Austin, Texas 78711-3332  
(512) 463-1810

### **Utah**

Richard J. Oldroyd  
Director of Research  
Commission on Criminal  
and Juvenile Justice  
101 State Capitol  
Salt Lake City, Utah 84114  
(801) 533-7932

### **Virgin Islands**

William Hamm, Director  
Office of Justice Research Services  
Law Enforcement Planning Commission  
Office of the Governor  
Post Office Box 3807  
St. Thomas, U.S. Virgin Islands 00801  
(809) 774-6400

### **Virginia**

Paul F. Kolmetz, Director  
Information Systems  
Department of Criminal Justice Services  
805 East Broad Street  
Richmond, Virginia 23219  
(804) 786-7811

### **Washington**

Jack O'Connell, Executive Policy Analyst  
Forecasting and Estimation Division  
Office of Financial Management  
Insurance Building, M.S. AQ44  
Olympia, Washington 98504  
(206) 753-1758

### **Wisconsin**

Harry A. Yates, Administrator  
Wisconsin Statistical Analysis Center  
Council on Criminal Justice  
30 West Mifflin Street, Suite 1000  
Madison, Wisconsin 53702  
(608) 266-7646

### **Wyoming**

David J. Roberts, Director  
Center for Criminal Justice Research  
Division of Criminal Identification  
Office of the Attorney General  
Boyd Building, 4th Floor  
Cheyenne, Wyoming 82002  
(307) 777-7512

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**Prisoners in 1985** (forthcoming)

**Probation and parole 1984** (BJS Bulletin, February 1986, NCJ-100181)

**Prosecution of felony arrests, 1980** (full report, October 1985, NCJ-97684)

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